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2d Session

HOUSE OF REPRESENTATIVES

REPORT
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PROGRESS REPORT
OF THE
SELECT COMMITTEE ON HUNGER



MAY 14, 1992.—Committed to the Committee on the Whole House on the State
of the Union and ordered to be printed

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SELECT COMMITTEE ON HUNGER

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*Effective February 21, 1991

**Effective August 8, 1991

***Effective January 17, 1991

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON HUNGER,
Washington, DC, May 15, 1992.

Hon. THOMAS S. FOLEY,
Speaker of the House, House of Representatives,
U.S. Capitol, Washington, DC.

DEAR MR. SPEAKER: I am pleased to transmit the enclosed Progress Report of the Select Committee on Hunger, which informs the House of Representatives of the Select Committee's activities during the First Session of the 102nd Congress, in the areas of domestic and international hunger and malnutrition.

Sincerely,

TONY P. HALL,
Chairman.

(III)

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PROGRESS REPORT ON THE ACTIVITIES OF THE SELECT COMMITTEE ON HUNGER DURING THE 102D CONGRESS, FIRST SESSION

MAY 14, 1992.—Committed to the Committee of the Whole House on the State of the
Union and ordered to be printed

Mr. HALL of Ohio, from the Select Committee on Hunger,
submitted the following

REPORT

[To accompany progress report on the activities of the Select Committee on Hunger
during the First Session of the 102d Congress]

SECTION 1. INTRODUCTION

I. OVERVIEW OF THE SELECT COMMITTEE'S MANDATE AND INVESTIGATIONS

A. The Select Committee's Mandate

Pursuant to Title I of H. Res. 51, the Select Committee on Hunger was reestablished in the 102nd Congress to conduct a continuing comprehensive study and review of the problems of hunger and malnutrition, to review any recommendations made by the Executive Branch relating to programs or policies affecting hunger and malnutrition, and to recommend to the appropriate committees of the House legislation or other action the Select Committee considers necessary with respect to programs or policies affecting hunger and malnutrition.

Before the creation of the Select Committee on Hunger in 1984, eight of the 22 standing committees and many subcommittees had jurisdiction over hunger-related issues. The establishment and continuation of the Select Committee on Hunger have provided a single, unified forum for the consideration of the diverse national and international issues related to hunger.

Hunger is not only an age-old human affliction, but one of staggering contemporary dimensions. Nevertheless, the Select Committee on Hunger believes that this decade offers much promise for significant advances against hunger-related challenges. With the

proper application of resources and resolve, hunger ultimately is a solvable problem.

Since its inception, the Select Committee has complemented the work of the standing committees that handle hunger-related issues, and has focused attention on issues that might not have received Congressional consideration without its work. During the first session of the 102nd Congress, the Committee's investigations of—and proposed solutions to—the problems of domestic and international hunger were derived from H.R. 2258, the Freedom from Want Act, which was introduced by Committee Chairman Rep. Tony P. Hall (D-OH) and Ranking Republican Rep. Bill Emerson (R-MO). The omnibus legislation, which contains both Domestic and International Hunger Sections, has served as a springboard for Committee hearings and investigations, and has become the channel by which the Committee recommends legislative solutions to standing Committees, as required by its authorizing resolution.

B. Summary of the Select Committee on Hunger's Work in the 102nd Congress, First Session

1. Legislative Progress of H.R. 2258, the Freedom from Want Act

a. Domestic Provisions

i. Older Americans provisions (Title I, Part A, § 103) were added to Older Americans Act Amendments (H.R. 2967 passed House on September 12, 1991).

ii. Food Stamps Eligibility Expansion (Title I, Part H) was approved by both the House and Senate Agriculture Committees as the Mickey Leland Childhood Hunger Relief Act (H.R. 1202; S. 602).

iii. Microenterprise provisions (Title I, Part C, §§ 128-129) were included in the Job Training Reform Amendments bill (H.R. 3033), which passed the House on October 9, 1991.

iv. Microenterprise provisions (Title I, Part C, §§ 122-124, and H.R. 3450) were the subject of a December 19th hearing held by the Ways and Means Subcommittee on Human Resources. On October 1, Chairman Hall introduced H.R. 3450 to amend part A of title IV of the Social Security Act to remove barriers and disincentives in the program of Aid to Families with Dependent Children so as to enable recipients of such aid to move toward self-sufficiency through microenterprises. On October 23, Senator Grassley introduced the companion bill (S. 1860), which was referred to the Senate Committee on Finance.

v. The House Committee on Ways and Means plans to examine asset-based welfare proposals including Individual Development Accounts (IDA's) (Title I, Part B). Senator Bradley introduced a Senate companion IDA bill (S. 2086) on November 26, 1991.

vi. Hunger-Free Communities portion (Title I, Part F) is pending House introduction as free-standing legislation 1,200 "Hunger-Free" kits have been requested and mailed to citizen groups and local governments across the country.

vii. The Supplemental Food Program for Women, Infants, and Children (WIC) (Title I, Part A, § 101) was the basis for a significant increase in funding added in the Agriculture Appropriations bill (P.L. 102-142).

viii. Infant Mortality Program's (Title I, Part G, Subpart 1) neighborhood approach to reducing infant mortality can now be found in the Administration's Healthy Start Program.

b. International Provisions

i. Food as a Human Right (Title II, Part A, §§ 211-213) was included in the House Foreign Aid Authorization bill (H.R. 2508, Conference Report defeated, pending further action).

ii. United Nations Reform (Title II, Part A, § 214) was included in the House Foreign Aid Authorization bill (H.R. 2508, Conference Report defeated, pending further action). Section 214 was included in a United Nations resolution creating a Under-Secretary General for Humanitarian Affairs.

iii. World Summit for Children Implementation Report (Title II, Part C, § 237) was included in the House Foreign Aid Authorization bill (H.R. 2508, Conference Report defeated, pending further action).

iv. Earmarks for Child Survival (Title II, Part C, § 233) were included in the House Foreign Aid Authorization bill (H.R. 2508, Conference Report defeated, pending further action). Earmarks were included in the Foreign Operations Appropriations bill (H.R. 2621 passed House).

v. Earmarks for Basic Education (Title II, Part C, § 236) were included in the House Foreign Aid Authorization bill (H.R. 2508, Conference Report defeated, pending further action). Earmarks were included in the Foreign Operations Appropriations bill (H.R. 2621 passed House).

vi. Refugees funding increases (Title II, Part E, § 251) was included in the State Department Authorization bill (P.L. 102-138). Earmarks were included in the Foreign Operations Appropriations bill (H.R. 2621 passed House).

vii. Earmarks for Vitamin A and Iodine Deficiency (and other micronutrients) (Title II, Part C, § 235) were included in the Foreign Operations Appropriations bill (H.R. 2621 passed House).

2. Domestic Hunger-Related Issues

During the First Session of the 102nd Congress, the Select Committee on Hunger continued to identify the underlying causes of hunger and poverty in the United States and to explore strategies for immediate and long-term intervention to alleviate these conditions. The Select Committee addressed these issues through an agenda of hearings, roundtable discussions, and reports.

Major research focussed on:

a. improving program accessibility and benefits in existing food assistance and income security programs;

b. exploring appropriate legislative and regulatory mechanisms for simplifying and integrating major public assistance programs;

c. identifying and recommending interventions for alleviating adverse socioeconomic conditions that perpetuate poverty and food insecurity;

d. investigating low-cost interventions for preventable disease; and

e. initiating asset development mechanisms for fostering economic self-sufficiency activities among the poor.

On May 8, 1991, Select Committee Chairman Tony Hall and Ranking Minority Member Bill Emerson introduced H.R. 2258, the Freedom from Want Act. This legislation is the product of many years of research by the Select Committee on the underlying causes of the extensive hunger and poverty problems plaguing the country and analysis of feasible, appropriate actions for responding to these conditions. The bill—which has served as the cornerstone for many Committee activities during the First Session of the 102nd Congress—prescribes a comprehensive plan of immediate and long-term methods for attacking the problems of domestic hunger and poverty. It promotes avenues through which impoverished Americans would have opportunities to achieve and maintain economic self-sufficiency and encourages community involvement in the development of targeted hunger alleviation strategies.

Additionally, the Select Committee has continued its role of enhancing the work of the standing committees with legislative jurisdiction over domestic hunger and poverty issues. For example, the Select Committee researched the reason fewer meals were available under the Older Americans Act senior nutrition programs. After finishing its research, the Select Committee prompted the House Committee on Education and Labor to incorporate language in the bill reauthorizing this act which increases funding levels for the meals programs. The full House later approved the bill.

Similarly, the Select Committee devised an asset development policy, which led the House Committee on Education and Labor, and subsequently the entire House of Representatives, to adopt legislation that establishes self-employment training programs for the poor as an appropriate activity under the Job Training Partnership Act. The House Committee on Ways and Means began last year, and will continue this year, to examine the Select Committee on Hunger's proposals for establishing asset accumulation programs for the poor through microenterprise programs and Individual Development Accounts (IDA).

3. International Hunger-Related Issues

In 1991, the Select Committee on Hunger focussed on pursuing the many international provisions in H.R. 2258, the Freedom from Want Act, some of which were adopted as an "en bloc" amendment to the Foreign Aid Authorization bill. In particular, the Select Committee on Hunger took an active role in ensuring the acceptance of the Select Committee's provisions relating to reform of the United Nations humanitarian arm as an amendment to the Foreign Aid Authorization bill, and their final adoption in a resolution by the United Nations. As urged by the Select Committee legislation, the U.N. voted to appoint an Under-Secretary for Humanitarian Affairs, which should improve the effectiveness of the international humanitarian system.

In addition, the FY 1992 Foreign Operations Appropriations bill incorporated provisions from the Freedom from Want Act concerning the health and welfare of children. Specifically, these provisions related to increased funding for child survival programs, UNICEF and basic education, earmarked funds for Vitamin A and micronutrient programs, and the establishment of an AIDS Prevention and Control program.

The Select Committee took an active role in calling Congressional attention to refugees and displaced people around the world. It highlighted a major GAO study, requested by the Select Committee, on U.S. assistance for refugees and worked successfully with the Subcommittee on International Operations on the State Department Authorization bill and the Foreign Operations Subcommittee of the Appropriations Committee to secure substantial increases for refugees.

The Select Committee continued to focus on African famine emergencies, particularly in the Horn of Africa, through hearings and letters to U.S. and U.N. officials, calling for greater attention and resources for these ongoing crises. In March, Select Committee Members Dorgan, Wheat, and Bereuter introduced the "Horn of Africa Recovery and Food Security Act" calling for more assistance to the Horn countries to be sent through indigenous non-governmental organizations (NGOs). In August, Chairman Hall led a Select Committee delegation to the Horn of Africa, to Sudan, Ethiopia, Eritrea, Djibouti, and northern Somalia, examining relief and refugee issues. In a meeting with President Meles of Ethiopia, Chairman Hall suggested that the leaders of the Horn hold a humanitarian summit in the region; the parties have now agreed to meet in early 1992. The summit could lead to humanitarian guidelines and economic development in this famine-plagued region.

The Select Committee continued its active monitoring of regional hunger and refugee crises as they evolved. In particular, the International Task Force focused on the humanitarian crisis in Iraq after the Gulf War in two hearings, and examined Select Committee Member Penny's bill, H. Con. Res. 168, calling for the release of frozen Iraqi assets for humanitarian assistance. In April, the Speaker appointed Chairman Hall to travel to Turkey to examine the Kurdish refugee crisis. The Select Committee also closely followed the food and hunger situation in the former Soviet Union through hearings, briefings, and letters to U.S. government officials involved in delivering aid to the Soviets.

The Select Committee followed up on its longstanding interest in Haiti and traveled there last May as the first Congressional delegation to meet with President Jean-Bertrand Aristide. The delegation also visited the Dominican Republic to examine several microenterprise projects. Since then, the Select Committee has been extremely active in monitoring the status of humanitarian affairs in Haiti. It has urged the Organization of American States (OAS) to become more involved in facilitating humanitarian assistance.

The Select Committee continued its ongoing oversight of the Agency for International Development's programs and policies in hearings on the implementation of food aid under the revised 1990 Farm bill, particularly those provisions recommended by the Select Committee. It also held hearings on A.I.D.'s pursuit of food security. The Select Committee has also consistently urged A.I.D. to support environmentally sustainable agriculture development projects, both legislatively in the Freedom from Want Act, as well as in hearings and consultations.

The Select Committee investigated and held hearings concerning the process of urbanization occurring in the developing world. Of particular interest was the plight of the estimated 100 million chil-

dren who live and work on the city streets of the developing world. The Select Committee also investigated and held a hearing focusing on the devastating impact the AIDS epidemic has had upon children in the developing world. The hearing examined immediate and long term threats to childhood development and the impact the AIDS epidemic has had on pre-existing child survival programs.

SECTION 2. COMMITTEE HISTORY AND ACTIVITIES

I. COMMITTEE AUTHORITY AND ORGANIZATIONS

A. Legislative History

On January 3, 1983, Representatives Benjamin A. Gilman and Mickey Leland introduced a resolution to create the Select Committee on Hunger, H. Res. 15. The resolution was referred to the Rules Committee, which held a hearing on H. Res. 15. Shortly after that the Rules Committee reported a substitute resolution. The House passed the resolution overwhelmingly in February 1984.

The Committee introduced H. Res. 20, a resolution to reconstitute the Select Committee on Hunger on January 3, 1985. Again, as legislation of original jurisdiction, the resolution was referred to the Rules Committee, which held a hearing on H. Res. 20. The resolution was reported by the Rules Committee, and passed by the House on March 7, 1985. At the beginning of the 100th Congress, H. Res. 14 was introduced January 3, 1987, and referred to the Rules Committee, which reported out a substitute resolution that passed the House on January 7, 1987 by a large margin.

In the 101st Congress, H. Res. 20 was introduced to re-establish the Select Committee on Hunger. On February 23, 1989, the Rules Committee reported H. Res. 84, Title I of which incorporated provisions based upon H. Res. 20. On February 28, 1989, the House passed H. Res. 84, establishing the Select Committee on Hunger in the 101st Congress.

Finally, H. Res. 11 was introduced on January 3, 1991, to reestablish the Select Committee on Hunger for the 102nd Congress. On February 5, 1991, the Rules Committee reported H. Res. 51, Title I of which incorporated the provisions of H. Res. 11. On February 6, 1991, the House approved H. Res. 51 by voice vote, thereby reconstituting the Select Committee on Hunger for the 102nd Congress.

B. Language of Establishing Resolution

The text of the resolution providing for the establishment of the Select Committee is reproduced below:

HOUSE RESOLUTION 51 (TITLE I) TO ESTABLISH THE SELECT COMMITTEE ON HUNGER

ESTABLISHMENT

SEC. 101. There is hereby established in the House of Representatives a select committee to be known as the Select Committee on Hunger (hereinafter in this title referred to as the "select committee").

FUNCTIONS

SEC. 102. (a) The select committee shall not have legislative jurisdiction. The select committee shall have authority—

(1) to conduct a continuing comprehensive study and review of the problems of hunger and malnutrition, including but not limited to, those issues addressed in the reports of the Presidential Commission on World Hunger and the Independent Commission on International Development Issues, which issues include—

(A) the United States development and economic assistance program and the executive branch structure responsible for administering the program;

(B) world food security;

(C) trade relations between the United States and less developed countries;

(D) food production and distribution;

(E) corporate and agribusiness efforts to further international development;

(F) policies of multilateral development banks and international development institutions; and

(G) food assistance programs in the United States;

(2) to review any recommendations made by the President, or by any department or agency of the executive branch of the Federal Government, relating to programs or policies affecting hunger or malnutrition; and

(3) to recommend to the appropriate committees of the House legislation or other action the select committee considers necessary with respect to programs or policies affecting hunger or malnutrition.

(b) Nothing contained in this title shall be construed to limit or alter the legislative and oversight jurisdiction of any standing committee of the House under rule X of the Rules of the House of Representatives.

APPOINTMENT AND MEMBERSHIP

SEC. 103. (a) The select committee shall be composed of thirty-three Members of the House, who shall be appointed by the Speaker, one of whom he shall designate as chairman.

(b) Any vacancy occurring in the membership of the select committee shall be filled in the same manner in which the original appointment was made.

(c) For purposes of this section, the term "Members" shall include any Representative in, or Delegate or Resident Commissioner to, the House of Representatives.

AUTHORITY AND PROCEDURES

SEC. 104. (a) For the purpose of carrying out this title, the select committee is authorized to sit and act during the present Congress at such times and places within the United States, including any Commonwealth or possession thereof, or elsewhere, whether the House is in session, has recessed, or has adjourned, and to hold such hearings as it deems necessary.

(b) The provisions of clauses 1, 2, and 3 of rule XI of the Rules of the House of Representatives shall apply to the select committee except the provisions of clause 2(m)(1)(B) of rule XI relating to subpoena power.

(c) Nothing contained in subsection (a) of this section shall be construed to limit the applicability of clause 2(i) of rule XI of the Rules of the House of Representatives to the select committee.

ADMINISTRATIVE PROVISIONS

SEC. 105. (a) Subject to the adoption of expense resolutions as required by clause 5 of rule XI of the Rules of the House of Representatives, the select committee may incur expenses in connection with its duties under this title.

(b) In carrying out its functions under this title, the select committee is authorized—

(1) to appoint, either on a permanent basis or as experts or consultants, such staff as the select committee considers necessary;

(2) to utilize the services of the staffs of those committees of the House from which Members have been selected for membership on the select committee;

(3) to prescribe the duties and responsibilities of such staff;

(4) to fix the compensation of such staff at a single per annum gross rate as provided by clause 6(c) of rule XI of the Rules of the House of Representatives;

(5) to terminate the employment of any such staff as the select committee considers appropriate; and

(6) to reimburse members of the select committee and of its staff for travel, subsistence, and other necessary expenses incurred by them in the performance of their duties and responsibilities for the select committee, other than expenses in connection with any meeting of the select committee held in the District of Columbia.

REPORTS AND RECORDS

SEC. 106. (a) The select committee shall submit an annual report to the House which shall include a summary of the activities of the select committee during the calendar year to which the report applies.

(b) Any such report which is made when the House is not in session shall be filed with the Clerk of the House.

(c) The records, files, and materials of the select committee shall be transferred to the Clerk of the House.

C. Rules of the Select Committee on Hunger

Rule 1. Meetings

The regular meetings of the committee shall be held on the third Thursday of each month at 9:30 a.m., except when Congress has adjourned. The chairman is authorized to dispense with a regular meeting or to change the date thereof, and to call and convene additional meetings, when circumstances warrant. A special meeting of the committee may be requested by members of the committee

in accordance with the provisions of House Rule XI, 2(c)(2). Every member of the committee, unless prevented by unusual circumstances, shall be provided with a memorandum at least three calendar days (excluding Saturdays, Sundays, and legal holidays) prior to each meeting or hearing explaining (1) the purpose of the meeting or hearing; and (2) the name, titles, background and reasons for appearance of any witness. The minority staff shall be responsible for providing the same information on witnesses whom the minority may request.

Rule 2. Quorums

A majority of the members of the committee shall constitute a quorum, except that two members shall constitute a quorum for taking testimony and receiving evidence. Proxies shall not be used to establish a quorum. If the chairman is not present at any meeting of the committee, the ranking member of the majority party on the committee who is present shall preside at that meeting.

Rule 3. Committee Reports

Every committee report shall be approved by a majority vote of the members voting, a quorum being present. Supplemental, minority, or additional views may be filed in accordance with House Rule XI, 2(l)(5). The time allowed for filing such views shall be three calendar days (excluding Saturdays, Sundays, and legal holidays) unless the committee agrees to a different time, but agreement on a shorter time shall require the concurrence of each member seeking to file such views. A proposed report shall not be considered in committee unless the proposed report has been available to the members of the committee for at least three calendar days (excluding Saturdays, Sundays, and legal holidays) prior to the consideration of such proposed report in the committee. If hearings have been held on the matter reported upon, every reasonable effort shall be made to have such hearings available to the members of the committee prior to the consideration of the proposed report in the committee.

Rule 4. Proxy Votes

A member may vote by proxy on any measure or matter before the committee and on any amendment or motion pertaining thereto. A proxy shall be in writing and be signed by the member granting the proxy; it shall show the date and time of day it was signed and the date for which it is given and the member to whom the proxy is given. Each proxy authorization shall state that the member is absent on official business or is otherwise unable to be present; shall be limited to the date and specific measure or matter to which it applies; and, unless it states otherwise, shall apply to any amendments or motions pertaining to the measure or matter.

Rule 5. Rollcalls

A rollcall of the members may be had upon the request of any member.

Rule 6. Record of Committee Actions

The committee staff shall maintain in the committee offices a complete record of the rollcall votes taken at committee business meetings. The original records, or true copies thereof, as appropriate, shall be available for public inspection whenever the committee offices are open for public business. The staff shall assure that such original records are preserved with no unauthorized alterations, additions, or defacements.

Rule 7. Task Forces

The committee may establish such task forces as it deems appropriate. The jurisdiction of such task forces shall be established by the chairman of the committee in consultation with the ranking minority member of the committee. The chairman and ranking minority member of the committee shall serve ex officio on each task force.

Rule 8. Hearing Dates and Witnesses

The chairman of the committee, after consultation with the ranking minority member of the committee, shall announce the date, place, and subject matter of all hearings at least one week prior to the commencement of any hearings, unless he, after consultation with that member, determines that there is good cause to begin such hearings at an earlier date. Whenever any hearing is conducted by the committee upon any measure or matter, the committee's minority party members shall be entitled, upon request by a majority of them to the chairman of the committee before the completion of the hearing, to call witnesses selected by them to testify with respect to that measure or matter during at least one day of hearing. Witnesses appearing before the committee shall, so far as practicable, submit written statements at least 72 hours in advance of their appearance.

Rule 9. Open Meetings

Meetings for the transaction of business and hearings of the committee shall be open to the public or closed in accordance with rule XI of the House of Representatives.

Rule 10. Five-Minute Rule

Insofar as practicable, witnesses shall be permitted to present their oral statements without interruptions, questioning by the committee members taking place afterward. After completing his questioning, the chairman shall recognize the ranking majority and then the ranking minority member, and thereafter in recognizing members present, he may give preference to the members on the basis of their arrival at the hearing, taking into consideration the majority and minority ratio of the members actually present. A member desiring to speak or ask a question shall address the chairman and not the witness in order to ensure orderly procedure.

Each member may question the witness for five minutes, the reply of the witness being included in the five-minute period. After all members have had an opportunity to ask questions, the round may begin again under the five-minute rule.

Rule 11. Investigative Hearings; Procedures

Investigative hearings shall be conducted according to the procedures in House Rule XI, 2(k). All questions put to witnesses before the committee shall be relevant to the subject matter before the committee for consideration, and the chairman shall rule on the relevance of any questions put to the witness.

Rule 12. Committee Records

(a) A stenographic record of all testimony shall be kept of public hearings and shall be made available on such conditions as the chairman may prescribe.

(b) The records of the committee at the National Archives and Records Administration shall be made available for public use in accordance with rule XXXVI of the Rules of the House of Representatives. The chairman shall notify the ranking minority member of any decision, pursuant to clause 3(b)(3) or clause 4(b) of the rule, to withhold a record otherwise available, and the matter shall be presented to the committee for a determination on the written request of any member of the committee.

Rule 13. TV, Radio, and Photographs

When approved by a majority vote, an open meeting or hearing of the committee may be covered, in whole or in part, by television broadcast, radio broadcast, and still photography, by any of such methods of coverage, subject to the provision of House Rule XI, 3. In order to enforce the provision of said rule or to maintain an acceptable standard of dignity, propriety, and decorum, the chairman may order such alterations, curtailment or discontinuance of coverage as he determines necessary.

Rule 14. Staff

The chairman shall have the authority to hire and discharge majority staff and majority-appointed shared staff. The ranking minority member shall have the authority to discharge minority staff and minority-appointed shared staff. The authorization for the creation of new majority and majority-appointed shared staff positions, subject to the committee's budget, shall rest with the chairman, and the ranking minority member shall have the same authority with respect to minority and minority-appointed shared staff.

Rule 15. Authorization to Travel

Travel to be paid from funds set aside for the full committee for any member or any staff member shall be paid only upon the prior authorization of the chairman. Travel may be authorized by the chairman for any member and any staff member in connection with the attendance of hearings conducted by the committee and meetings, conferences, and investigations which involve activities or subject matter under the general jurisdiction of the committee. Before such authorization is given there shall be submitted to the chairman in writing the following:

- (1) The purpose of the travel.

(2) The dates during which travel is to be made and the date or dates of the event for which the travel is being made.

(3) The location of the event for which the travel is to be made.

(4) The names of member and staff seeking authorization.

Rule 16. Additional Duties of Chairman

The chairman of the committee shall—

(1) make available to other committees the Select Committee's findings and recommendations resulting from the investigations of the committee as appropriate; and

(2) prepare a budget for the committee and present such budget to the committee for its approval.

Rule 17. Amendments of Rules

These rules may be modified, amended, or repealed by a majority vote of the committee at a meeting at which a quorum is present, of at least two legislative days' written notice of the proposed change has been provided each member of the committee prior to the meeting date on which such changes are to be discussed and voted upon.

II. ACTIVITIES

A. Washington, D.C. Hearings

1. Refugees: Marginal Living Conditions for Millions, April 18, 1991

This full-committee hearing examined prospects for improving the gloomy conditions under which most of the world's refugees now live. A video report the Select Committee requested from the General Accounting Office (GAO) was shown during the hearing, and an accompanying discussion by the GAO of U.S. support for refugees entitled *Refugee Assistance: U.S. Contributions for the 1980's* was also released. These GAO studies reveal the extent of the problems refugees face. The current refugee situation in the Gulf region was discussed, as were other, equally pressing refugee situations in Africa and Asia.

Witnesses:

Johnson, Harold J., Director, Foreign Economic Assistance Issues, United States General Accounting Office, accompanied by David Martin, Kay Brown, and Cindy Baumgartner

Lafontant-Mankarious, The Honorable Jewel S., Ambassador at Large and United States Coordinator for Refugee Affairs

Morris, Eric, Deputy Director, Division of Programs, Support, Budget, and Finances, United Nations High Commissioner for Refugees

Rosenblatt, Lionel A., President, Refugees International

2. Coordination and Simplification of Public Assistance Programs: Today's Efforts, Tomorrow's Solutions, April 23, 1991

This full-committee hearing was convened to examine Federal and State initiatives to coordinate and simplify the current system for administering public assistance to our nation's poor. The hearing explored the administrative, programmatic, and financial

issues associated with administering more than 70 public assistance programs.

Testimony highlighted current State efforts to streamline and unify numerous program eligibility requirements that often result in high administrative costs and the creation of barriers to program participation for potentially eligible recipients.

Witnesses:

Bernier, Judy, Director, Office of Planning and Demonstrations, Alabama Department of Human Resources

Bertini, The Honorable Catherine, Assistant Secretary, Food and Consumer Services, United States Department of Agriculture

Eichler, Thomas P., Secretary, State of Delaware Department of Health and Social Services

Hornsby, Andrew P., Jr., Commissioner, Alabama Department of Human Resources

Johnson, The Honorable Nancy L., M.C., Republican, 6th District, Connecticut

Kennelly, The Honorable Barbara B., M.C., Democrat, 1st District, Connecticut

Kondratas, The Honorable S. Anna, Assistant Secretary, Community, Planning and Development, United States Department of Housing and Urban Development, on behalf of the White House Economic Empowerment Task Force

Rodriguez, Maria, private citizen, State of Delaware

Rolston, Howard, Associate Administrator, Office of Program Evaluation, Family Support Administration, United States Department of Health and Human Services

Stangler, Gary, Director, Missouri Department of Social Services, on behalf of the American Public Welfare Association

Womble, Gail, Acting Director, Department of Health and Social Services, Division of Social Services, State of Delaware

3. Global Hunger in 1991, April 25, 1991

This hearing of the International Task Force sketched out the dimensions of hunger in the world today. Witnesses discussed the most serious impediments to ending hunger in areas suffering either from endemic deprivation or from famines, as well as specific strategies for fighting hunger. The relationship between militarization and hunger was also explored. The Department of State focused its testimony on these issues in Africa, and all witnesses discussed the present hunger/famine/conflict situation in the Sudan.

Witnesses:

Bissell, Richard, Assistant Administrator, Bureau for Science and Technology, United States Agency for International Development

Rosenberg, Alison, Deputy Assistant Secretary, Bureau of African Affairs, Department of State

Simon, Art, President, Bread for the World

Swenson, John, Deputy Executive Director, Catholic Relief Services

4. Conflict and Famine in the Horn of Africa, May 30, 1991

The International Task Force convened this joint hearing with the Africa Subcommittee of the Committee on Foreign Affairs to examine the relationship between famine and civil war in Somalia, The Sudan, and Ethiopia. There was a detailed discussion of the current situation in Ethiopia and the potential offered by the new provisional government.

Witnesses:

Bereuter, The Honorable Doug, M.C., Republican, 1st District, Nebraska

Davidow, The Honorable Jeffrey, Senior Deputy Assistant Secretary for Africa, United States Department of State

Henze, Paul, Senior Resident Consultant, The Rand Corporation

Natsios, Andrew S., Director, Office of United States Foreign Disaster Assistance, Agency for International Development

Pauling, Sharon, Legislative Analyst, Bread for the World

Saiers, Edward L., Deputy Assistant Administrator for Africa, United States Agency for International Development

Winter, Roger P., Director, United States Committee for Refugees

Wolf, The Honorable Frank R., M.C., Republican, 10th District, Virginia

5. AIDS: Threat to the Developing World's Children, June 13, 1991

According to the Agency for International Development (A.I.D.), "AIDS threatens to reverse the hard won gains made during the 1980's in promoting health and child survival." The Select Committee heard from key international leaders working for international, bilateral, and private voluntary organizations in the struggle to help developing countries cope with the AIDS crisis. Poor countries, already providing inadequate primary health care, now face the enormous challenge of finding ways to provide care for orphaned children whose parents die from AIDS and humane care for children infected with HIV, while finding ways to improve and extend primary health care services for all children and mothers.

Witnesses:

Amayun, Dr. Milton, Manager, International Health Programs, World Vision Relief and Development

Bissell, Richard, Assistant Administrator, Bureau for Science and Technology, United States Agency for International Development

Merson, Dr. Michael, Director, Global Program on AIDS, World Health Organization

6. Microeconomic Development Strategies for Rural America, July 18, 1991

This joint hearing of the full Select Committee with the Budget Committee Task Force on Community Development and Natural Resources examined innovative programs, such as microenterprise projects, for increasing the economic self-sufficiency of low-income people in rural America. Witnesses addressed the need for the creation of such programs within the overall context of rural develop-

ment, relevant policy considerations in designing legislation, and the nuts and bolts of implementing microenterprise programs in rural areas.

Witnesses:

Carlisle, Rick, Corporation for Enterprise
 Collins, The Honorable Cardiss, M.C., Democrat, 7th District,
 Illinois
 Else, John, Institute for Social and Economic Development
 Keeley, Kathryn, Women Venture
 Pelosi, The Honorable Nancy, M.C., Democrat, 5th District,
 California (written testimony only)
 Shapiro, Isaac, Center on Budget and Policy Priorities
 Widner, Ralph, Appalachian Regional Commission

7. *Food Aid: A.I.D.'s Activities under the 1990 Farm Bill, July 24, 1991*

The International Task Force evaluated A.I.D.'s food aid activities. The Congress substantially altered legislation governing food aid programs as part of the 1990 Farm Bill. Since the law came fully into effect on January 1, 1991, A.I.D. began a variety of new programs authorized under the new food aid legislation, known as the Mickey Leland Food for Peace Act. The hearing also examined A.I.D.'s implementation of these new provisions. Additionally, emergency needs focusing on the Horn of Africa, A.I.D.'s cooperation with private voluntary organizations (PVOs), and expert testimony on how best to reduce malnutrition and enhance child survival were covered during the hearing.

Witnesses:

Hicks, John, Acting Assistant Administrator, Bureau for Food for Peace and Voluntary Assistance, United States Agency for International Development
 Levinson, F. James, international nutrition specialist, Former Director, M.I.T. Nutrition Planning Program, and Office of Nutrition, United States Agency for International Development
 Natsios, Andrew S., Director, Office of Foreign Disaster Assistance, United States Agency for International Development
 Swenson, John, Deputy Executive Director, Catholic Relief Services

8. *New Perspectives on Urban Poverty & Microeconomic Development, July 25, 1991*

The House Select Committee on Hunger convened a hearing on the subject of innovative microeconomic strategies to combat urban poverty and hunger. Witnesses addressed the constraints facing cities in fighting poverty and the barriers facing low-income individuals who want to attain self-sufficiency. Witnesses also discussed innovative solutions such as microenterprise programs that enable people to help themselves.

Witnesses:

Hughes, Professor Mark Alan, Woodrow Wilson School of Public and International Affairs
 Peek, Barbara, Owner, Peek Boutique, Philadelphia, Pennsylvania

Scheibel, The Honorable James, Mayor of St. Paul, and Chairman, United States Conference of Mayors Task Force on Hunger and Homelessness

Solomon, Professor Lewis, George Washington University National Law Center, and Author of the Progressive Policy Institute Report, *Microenterprise: Human Reconstruction in America's Inner Cities*

9. The Decade of Disasters: The United Nations' Response, July 30, 1991

A full Select Committee hearing was convened to examine the issue of reforming the United Nations' response to disasters. Both within and outside the U.N., there has been growing recognition of the need to better coordinate the U.N.'s efforts in responding to emergencies. The hearing addressed the question of how the United Nations can more effectively deal with complex and prolonged humanitarian emergencies around the world, and examined proposed reforms, such as the appointment of an Undersecretary-General for Humanitarian Affairs. The witnesses represented a variety of perspectives on current proposals regarding U.N. reform.

Witnesses:

Bolton, John, Assistant Secretary of State for International Organizations, United States State Dept.

Cuny, Fred, Intertech

Miner, Larry, Overseas Development Council, and Brown University

Nanda, Professor Ved, Director, International Legal Studies Program, University of Denver

Natsios, Andrew S., Director, Office of United States Foreign Disaster Assistance, United States Agency for International Development

10. The Humanitarian Dilemma in Iraq, August 1, 1991

The International Task Force was briefed on the current humanitarian situation in Iraq and considered specific proposals regarding the funding and implementation of humanitarian activities in Iraq, such as Congressman Timothy J. Penny's proposal to use frozen Iraqi assets to fund humanitarian relief.

Witnesses:

Griffin, Most Reverend James A., Bishop of Columbus, and Member, Bishop's Welfare Emergency Relief Committee, United States Catholic Conference

Kimble, Melinda L., Deputy Assistant Secretary, Bureau of International Organization Affairs, United States Department of State

Osgood Field, Dr. John, Professor, School of Nutrition, Tufts University

Pezzullo, Lawrence, Executive Director, Catholic Relief Service

Reid, Richard, Director of Public Affairs, and former Regional Director of Middle East and North Africa, United Nations Children's Fund (UNICEF)

11. *An Examination of Barriers to Pre- and Postnatal Care for High-Risk Women and Infants, September 12, 1991*

This full Select Committee on Hunger hearing explored the financial, administrative, and personal barriers confronting high-risk women who seek pre- and postnatal care. These barriers include inadequate health insurance coverage, a shortage of available health care practitioners, substance abuse, cultural obstacles, and depression. Strategies to improve access to such care was also addressed, especially the use of community welfare recipients to visit and assist women at home.

Witnesses:

Benjamin, Dr. Georges, Commissioner, District of Columbia Commission on Public Health

Carpenter, Mary Brecht, R.N., M.P.H., Deputy Director, National Commission to Prevent Infant Mortality

Coyle, Thomas P., Director, Office of Policy and Program Development, Baltimore City Health Department

Harmon, Dr. Robert G., Administrator, Health and Resources Services Administration, Department of Health and Human Services

Tuckson, Dr. Reed, President, Charles R. Drew University of Medicine and Science

12. *Breastfeeding: Rediscovering Tradition, October 3, 1991*

The full Select Committee called this hearing to receive testimony on the health, nutrition, and financial benefits associated with breastfeeding. Emphasis was placed on current and future breastfeeding activities in the United States.

Breastfeeding is the best form of infant nutrition. Unfortunately, many women do not breastfeed for various reasons, including an unawareness of the benefits associated with breastfeeding, and the cultural stigmas attached to it. During the hearing the Task Force explored strategies for promoting breastfeeding throughout all segments of society.

Witnesses:

Bertini, The Honorable Catherine, Assistant Secretary for Food and Consumer Services, United States Department of Agriculture, accompanied by Ronald Vogel, Director, Supplemental Food Programs, Food and Nutrition Service, and Jay Hirshman, Senior Policy Analyst, Office of Analysis and Evaluation, Food and Nutrition Service

Bronner, Dr. Yvonne, Assistant Professor, Department of Maternal and Child Health, The Johns Hopkins School of Public Health

Huffman, Dr. Sandra, President, Nurture/Center to Prevent Childhood Malnutrition

Lucas, Sharon, Breastfeeding Peer Counselor, District of Columbia General Hospital, accompanied by Lockett, Alice F., R.D., M.S., Chief, Maternal and Child Nutrition, District of Columbia General Hospital

O'Hare, Dr. Donna, American Academy of Pediatrics, Liaison to the National Association of WIC Directors

13. New Strategies for Alleviating Poverty: Building Hope by Building Assets, October 9, 1991

The Select Committee on Hunger convened a hearing to discuss asset limits in current welfare programs and proposals to help the poor achieve economic security through home ownership, higher education, and self-employment.

The Federal Government spends more than \$100 billion per year to subsidize asset accumulation (especially homes and pension accounts) for those with middle- and upper-incomes, but the opposite is true for low-income families: under current welfare policies, poor families are actually penalized (by losing critically needed benefits) for saving even small amounts of money. Economic self-sufficiency is achieved through savings and assets, because assets can provide a sense of hope and security that increased income and consumption cannot.

Witnesses discussed how the asset limits in current public assistance programs block efforts to achieve self-sufficiency. New proposals to help the poor accumulate assets, such as restricted savings accounts and savings for a small business, were also discussed.

Witnesses:

Boatner, Melody, private citizen, Montrose, Iowa

Espy, The Honorable Mike, M.C., Democrat, 2nd District, Mississippi

Feit, Rona F., National Director, Self-Employment Investment Demonstration Project

Friedman, Robert E., Chairman, Corporation for Enterprise Development

Grandy, The Honorable Fred, M.C., Republican, 6th District, Iowa

Johnson, Mary, private citizen, Des Moines, Iowa

Sherraden, Professor Michael, George Warren Brown School of Social Work, Washington University, Saint Louis, Missouri, and Author, *Assets and the Poor*

14. Beyond Food Aid: Priorities for a Food Secure Future, October 16, 1991

A full Select Committee hearing was held to examine the subject of food security in developing countries. It addressed the issue of how food security is defined and measured and what success has already been achieved in improving food security worldwide. The hearing examined the United States Agency for International Development's efforts in particular, assessing the impact of its agricultural programs on improving food security and the possibilities for future programmatic directions. The Committee heard testimony from government officials, as well as experts currently engaged in research on improving both national- and household-level food security.

Witnesses:

Bissell, Richard E., Assistant Administrator, Bureau for Research and Development, United States Agency for International Development

Kennedy, Dr. Eileen, Research Fellow, International Food Policy Research Institute

Schuh, G. Edward, Dean and Professor, Hubert Humphrey
Institute of Public Affairs, University of Minnesota
Sommers, Paul, former staff, UNICEF, Pacific Region
Weber, Professor Michael T., Professor and Director, Food
Security in Africa Cooperative Agreement, Department of Ag-
ricultural Economics, Michigan State University

15. Hunger in the Soviet Union: Fact or Fantasy?, October 31, 1991

An International Task Force hearing was convened to examine the possible necessity for food assistance to the Soviet Union. The hearing assessed the current and future food requirements of the Soviet Union, whether there will be a need for a U.S. food assistance program, and if so, what form such a program might take. The task force heard a report on Secretary of Agriculture Madigan's recent trip to the Soviet Union, as well as analysis from Soviet specialists and reports from the United Way, which had been supporting the assistance efforts of local Soviet organizations.

Witnesses:

Desai, Professor Padma, Department of Economics, Columbia University
Feshbach, Dr. Murray, Research Professor of Demography, Georgetown University
Glaser, John S., Chief Operating Officer, United Way International
Goldthwait, Christopher, Foreign Agricultural Service, United States Department of Agriculture

16. Street Children: A Global Disgrace, November 7, 1991

The full Select Committee on Hunger convened a hearing to examine the problems confronted by the ever-increasing number of children that live and work on the streets of Latin America and throughout the developing world. The Select Committee also received testimony concerning existing and proposed international and U.S. responses designed to address this devastating problem, including a comprehensive pilot program developed by UNICEF.

An estimated 100 million children live and work on the street. These children suffer the ravages of poverty, hunger, and disease and have little, if any, access to proper nutrition, health care and education.

Witnesses:

Palacios, Carlos, 1991 Recipient of the Kohl International Peace Prize
Rocky, Marilyn, Regional Director, Childhope (USA)
Kaminsky, Dr. Donald, Executive Director, Project Alternatives and "Street Doctor" to street children in Honduras
Engbak, Per, Central American Representative, UNICEF

17. The Humanitarian Crisis in Iraq: The Challenge for U.S. Policy, November 13, 1991

An International Task Force hearing was convened to examine the ongoing humanitarian crisis in Iraq. Following up on the hearing held in July 1991 on the same subject, the Task Force heard from a member of The International Study Team that had visited Iraq in September 1991. The team had found that the disruption

caused by the Gulf Crisis had a devastating impact on the health status of the children in Iraq: they had concluded that the mortality rate for children under five was then 380 percent higher than it was before the Gulf Crisis. The Task Force also received testimony from the Administration, Congressman Jim McDermott, a physician who traveled to Iraq, and Catholic Relief Services, which had been distributing relief since the outset of the crisis.

Witnesses:

Devin, Julia, Coordinator, Harvard Study Team and International Study Team and Executive Director, International Commission on Medical Neutrality, Seattle, Washington

McDermott, The Honorable Jim, M.C., Democrat, 7th District, Washington

Rondos, Alex, Director, Public and Media Affairs, Catholic Relief Services, United States Catholic Conference, Baltimore, Maryland

Wolcott, Jackie, Deputy Assistant Secretary of State for International Social and Humanitarian Affairs, Bureau of International Organizations Affairs, United States Department of State, accompanied by Mr. John S. (Steve) Blodgett, Director, Office of International Economic Policy, Bureau of International Organization Affairs, United States Department of State

18. *Urbanization in the Developing World: Current Trends and Needed Responses, November 14, 1991*

The lack of opportunity, war, and natural disaster have led to a steady migration in the developing world from rural to urban areas. These rapidly expanding cities often do not provide the sought-after economic opportunities. The ensuing poverty taxes the fragile urban infrastructures. As a result, hunger, malnutrition, and disease are increasing.

The International Task Force of the House Select Committee on Hunger convened a hearing to examine the trends and consequences of urbanization. The Select Committee received testimony concerning U.S., international, and local responses designed to address this pressing issue.

Witnesses:

Cheema, Dr. G. Shabbir, Principal Technical Advisor, Bureau for Program, Policy and Evaluation, United Nations Development Program

Dowall, Professor David, Chair, Department of City and Regional Planning, University of California at Berkeley

Hildebrand, Mark, Chief, Technical Cooperation Division, United Nations Center for Human Settlements

Kimm, Dr. Peter M., Director of Housing and Urban Programs, United States Agency for International Development

B. Regional Hearings and Site Visits

1. *Food Assistance in Rural Communities: Problems, Prospects, and Ideas from Urban Programs, Fort Wayne, Indiana, April 5, 1991*

The Select Committee on Hunger conducted a field hearing in Fort Wayne, Indiana to investigate problems in and prospects for

improving food assistance programs in rural communities. Recent studies examined the unique dilemma rural communities face in accessing food and public assistance programs. This hearing gave the Select Committee an opportunity to hear first-hand from private citizens, local hunger advocates, and government officials about the nature and extent of the problem in rural areas and, as well, about potential innovative solutions, including ideas from successful urban food assistance and hunger relief programs.

Besides the hearing, there were several site visits. Members met in Bluffton, Wells County, with Mrs. Colleen Richards, Executive Director of Wells County Department of Public Welfare, and Mrs. Pat Shelly, an outreach worker at Community and Family Services, and with some Food Stamp Program participants. The group enjoyed lunch at the Senior Center, while discussing the needs of the rural elderly. After the hearing Members visited the Hanna Creighton Community Nutrition Center and met with a group of local hunger advocates at Community Action of Northeast Indiana.

Witnesses:

Conrad, Joseph, Executive Director, Community Action of Northeast Indiana

Essex, Tom, Wayne Township (Allen County) Trustee

Graham, Pastor Vern, Executive Director, Associated Churches of Allen County

Moore, Orvileen, private citizen, Kimmel, Indiana

Ritchie, Larry, private citizen, Kendallville, Indiana

Satterfield, Janet, Executive Director, Community Harvest Food Bank

Ubelhoer, Joan, Executive Director, Allen County Department of Public Welfare

2. *Mississippi Revisited: Poverty and Hunger—Problems and Prospects*, Bolton, Mississippi, May 3, 1991

The Select Committee on Hunger conducted a field hearing in Bolton, Mississippi (a suburb of Jackson) to examine the effectiveness of Federal domestic food assistance programs in improving the health and nutritional status of low-income persons in Mississippi, and the impact of Federal legislation—primarily the Family Support Act of 1988 and Hunger Prevention Act of 1988—in reducing dependence on public assistance services and in serving as a catalyst for economic self-sufficiency. The hearing also investigated private/public partnerships designed to improve the delivery of services. Testimony was provided by program participants, members of the advocacy community, and program administrators.

While in Mississippi, Members of the Select Committee on Hunger also visited a self-employment demonstration project, a nutrition services program, and the homes of public assistance recipients. They also had an opportunity to meet participants in a senior nutrition program over lunch and to meet informally with local hunger advocates during breakfast.

Witnesses:

Barber, Rims, Executive Director, Human Services Coalition Branch, Beatrice, Director, Mississippi Department of Health and Human Services

Hinton, Agnes, Director, Nutrition Services, Mississippi State Department of Health

Hudson, Viola, Volunteer Nutrition Educator, Partners in Nutrition and Health (PINAH)

Marshall, Billie J., Director, Council on Aging, Mississippi Department of Health and Human Services

Moore, Carolyn, participant, Self-Employment Initiative Demonstration Project (SEID)

Shirley, Aaron, M.D., Jackson-Hinds Health Center

3. *"One-Stop Shopping" Site Visit to Wilmington, Delaware, June 17, 1991*

On Monday, June 17, 1991, Ranking Minority Member Bill Emerson, Representative Penny, and several staff members travelled to Wilmington, Delaware, to follow-up on the ideas presented at the Coordination and Simplification of Public Assistance Programs: Today's Efforts, Tomorrow's Solutions hearing on April 23, 1991.

The State of Delaware has designed a comprehensive human services program which strives to eliminate some of the complexities and conflicts involved in the application and administration of various welfare programs. By centralizing administrative and financial responsibilities at the State level and emphasizing community-based programs, Delaware promotes effective service delivery for its citizens.

In October 1970, the Delaware Health and Social Services Service Center initiated the "one-stop shopping" concept by housing a variety of public and private human service agencies in one location. From this innovative project came the plan for the development of a statewide network of 14 human service centers. Four centers housed administrative and service delivery personnel for three counties and the City of Wilmington; ten other centers, located in strategic areas, housed direct service personnel. Today, after the creation of 12 more service centers, the Division of State Service Centers continues to administer multi-service facilities which house State of Delaware human service programs, as well as selected private sector programs. The services provided in each center are community-specific, and as such, thrive on flexibility and collaboration.

Delaware's network of integrated services include "First Step" (an employment and training program for public assistance recipients), "Smart Start" (enhanced prenatal services for Medicaid-eligible, pregnant women who are at risk during pregnancy), "Crossroads Community" (a psychosocial center and the first residential community support service in lower Delaware), "Accreditation" (35 community day programs for the mentally handicapped), and "Excelcare" (an automated care plan system used in nursing homes which assists in problem-solving and more efficient patient care).

While in Delaware, the Select Committee delegation visited the Delaware Elwyn Center, which provides training in the basic skills of reading, writing and arithmetic, Goldey Beacom College, which provides employment and job training, the Northeast State Service Center (one of the "one-stop shopping" complexes), the Department of Health and Social Services Campus, which houses the systems administrative complex, and the Biggs Data Center, which houses

the automation equipment for coordinating benefits and child support enforcement. State Secretary Thomas P. Eichler gave an overview of Department of Health and Social Services (DHSS) programs and led a discussion on the department's coordination efforts regarding the Food Stamp Program, Aid to Families with Dependent Children program, Education and Training and Medicaid, with an emphasis on Delaware's vision for assisting people to become self-sufficient. The group also discussed the department's child support enforcement efforts with an emphasis on how this relates to the self-sufficiency goals of the program. Before leaving Wilmington in the late afternoon, the delegation met with Governor Castle.

4. Microenterprise Development in the United States, San Francisco, California, June 20-22, 1991

A staff member from the Select Committee on Hunger participated in the organizational meeting of the Association for Enterprise Opportunity to learn more about microenterprise development in the United States. There is a growing number of local and State organizations attempting to promote very small businesses, especially among women and the unemployed, by training individuals how to plan for and run a business, and by assisting them in obtaining initial financing.

5. Appalachia: Promoting Long-Term Self-Sufficiency, Nelsonville, Ohio, July 22, 1991

The Select Committee on Hunger conducted a field hearing in Nelsonville, Athens County, Ohio to investigate hunger and poverty in the Appalachian region of the State. The hearing yielded information on the recent progress made in combatting these conditions and explored innovative, community-based economic development strategies aimed at ameliorating the problems.

Additionally, Select Committee Members visited the homes of low-income families residing in the area to gain first-hand insights.

Witnesses:

Abel, The Honorable Mary, 94th District Representative,
State of Ohio House of Representatives

Farrell, Dean, President, Appalachian People's Action Coalition

Frank-Hayes, Julie, Co-Owner, Casa Nueva Restaurant

Freck, Jack, Executive Director, Athens County Department
of Human Services, State of Ohio

Garbo, Bob, Deputy Director, Tri-County Community Action

Hollister, Nancy, Director, Governor's Office on Appalachia,
State of Ohio

Maywhoor, David, Executive Director, Ohio Hunger Task
Force

McCauley, Roger, Director of Planning and Development,
Corporation for Ohio Appalachian Development

6. Partnerships between Private Voluntary Organizations and Industry, Los Angeles, California, September 20, 1991

A Select Committee staff member participated in a preliminary meeting between representatives of the electronics industry (Electronic Industry Association and the Los Angeles Chamber of Com-

merce), and those who provide services to the hungry and homeless of the Los Angeles metropolitan area (Southern California Interfaith Hunger Coalition, Inner City Law Center, Pepperdine University, Food Partnership, and Shelter Partnership). Members of the Select Committee are interested in learning how it can promote partnerships between various elements in a community and encourage creative thinking in order to address the local hunger issues.

7. Additional Meetings Attended by Select Committee Staff Outside Washington, DC.

October 8-11, 91st Annual Conference of the Missouri Association for Social Welfare in Columbia, Missouri. The staff member also consulted with experts on economic development and social welfare at the University of St. Louis.

November 11-12, American Public Health Association Annual Meeting in Atlanta, Georgia. A staff member consulted with experts on the U.S. response to the 1990 World Summit for Children.

November 18, a member of the International Task Force staff attended an all-day seminar at the United Nations in New York City sponsored by Foundation Emmes, which is dedicated to fostering better communications between the United Nations and Members of Congress. As the culmination of a series of working lunches on Capitol Hill, the foundation invited a group of 20 senior staffers from Congress to a day of briefings from senior U.N. officials on various policy and operational issues.

November 19-20, 30th Anniversary of ACCION International during which ACCION unveiled its plans to expand its highly-successful microenterprise development operations into the United States. Previously ACCION had programs only overseas. The staff member spent time in Boston, Massachusetts, discussing the hurdles that must be jumped to ensure the success of such programs in the domestic milieu.

December 7, the Minority and Majority Staff Directors travelled to Boston, Massachusetts, to participate in a meeting on the proposed "Medford Declaration," the domestic equivalent of the Bellagio Declaration, adopted several years ago, that outlined specific goals for ending hunger by the Year 2000.

December 8-11, a staff member travelled to Santa Fe, New Mexico, for the American Public Welfare Association meeting of the National Council of State Human Service Administrators regarding AFDC/Food Stamp Program simplification and coordination of benefit services. The attendees were able to establish a set of specific changes to Federal statutes and regulations that program administrators believe are needed to enhance the delivery of benefits under these programs.

December 14-15, National League of Cities' 1991 Congress and Exposition in Las Vegas, Nevada, provided another good opportunity to evaluate possible avenues to coordinate Federal and municipal policies to fight hunger and poverty in the United States. The Select Committee staffer also had an opportunity to discuss asset-based, poverty-alleviation strategies in the context of municipalities.

C. International Travel

In April, a staff member travelled to Abidjan, Côte d'Ivoire to participate in the first African-American Summit, which was convened by Reverend Leon Sullivan (President of the International Foundation for Education and Self-Help, and the founder of the internationally-recognized, U.S.-based, self-help organization Organization Industrialization Centers (OIC)) and hosted by Ivory Coast President Felix Houphouët-Boigny.

The purpose of the summit was to bring together Africans, African-Americans, and friends of Africa from government, international organizations, religious bodies, universities, community groups, and businesses to develop a plan of action to assist Africa in its quest to overcome its pressing economic, social, health, and food concerns. Approximately 350 American delegates attended, plus about 450 participants from 19 other countries, including several African heads-of-state, cabinet members, business leaders, technical experts, and others.

Workshops covered a variety of topics, including economic development, regional trade and investment, debt servicing and relief, food production, research and development, literacy and education, river blindness and AIDS, and foreign policy.

The U.S. Congressional delegation comprised of Mr. Gray, Mr. Dymally, Mr. Payne of New Jersey, Mr. Jefferson, Mr. Mfume, Mr. Washington, and Miss Collins of Michigan pledged to seek one billion dollars in aid for Africa in 1992. Participants recommended cancellation of Africa's \$100 billion foreign debt, support for the policy of dual citizenship in selected African countries for African-Americans who desire such, and cooperation between African heads-of-state to improve human rights within and between their countries.

May 1991, Chairman Hall, Ranking Minority Member Bill Emerson and Select Committee Member Alan Wheat traveled to the Island of Hispaniola. In both Haiti and the Dominican Republic they assessed the extent of the humanitarian need and examined on-going microenterprise programs to evaluate their transferability to the United States.

The Select Committee Members were the first congressional delegation to meet with President Aristide since his election. While in Haiti, the delegation also met individuals coordinating relief operations in the country. In the Dominican Republic Representatives Hall of Ohio, Wheat, and Emerson also held discussions with President Belaguer.

In August/September 1991, Chairman Tony P. Hall and Select Committee Members Alan Wheat and J. Dennis Hastert travelled to the Horn of Africa. This is the first Select Committee on Hunger delegation to travel to Africa since the late-Chairman Mickey Leland's untimely demise in 1989.

The delegation examined the state of relief operations and refugees in the Sudan, Kenya, Ethiopia, Eritrea, Djibouti and northern Somalia. The delegation met President Meles Zenawi of Ethiopia and Secretary-General Isaias Afwerki of Eritrea, as well as numerous other officials and diplomats.

Struck by the new Ethiopian government's commitment to sustainable, long-term development, Chairman Hall made a proposal to President Meles of Ethiopia. He suggested that President Meles host a humanitarian summit for the Horn of Africa. This meeting would be set up by and for the leaders of the Horn. Its goal would be to develop humanitarian guidelines for food distribution and to begin to lay the foundation for a transition from famine relief to famine prevention. After some deliberation, the President agreed to the suggestion and has planned the summit for early 1992.

D. Reports Initiated by the Select Committee on Hunger

1. Fighting Hunger: A Job Halfway Done—A Challenge Halfway Met (Issue Brief), March 11, 1991

The Select Committee on Hunger highlighted the specific gaps in America's domestic and international anti-hunger policy in this briefing paper. The paper lists insufficient funding levels and eligibility criteria for domestic food assistance programs, such as food stamps and WIC, notes that the U.S. government currently has no operational definition of hunger that recognizes food insecurity, and has no appropriate mechanism for measuring the extent of food insecurity in American communities. Regarding international anti-hunger policy, the paper examines insufficient funding levels for child survival and education programs, and notes that the use of food as a weapon has never been recognized as a specific human rights violation through a United Nations or other international convention on the right to food.

2. Refugee Assistance: U.S. Contributions for the 1980's (GAO Report), April 18, 1991

This report examines prospects for improving the gloomy conditions under which most of the world's refugees now live. A video report the Select Committee requested from the General Accounting Office (GAO) was released also. These GAO studies reveal the extent of the problems refugees face.

3. Food Distribution Program: USDA's Canned Beef and Pork Can Be Improved (GAO Report), May 24, 1991

The Select Committee on Hunger requested this report, 15 months prior to its release, following complaints expressed to a Select Committee delegation during a field trip to Standing Rock Indian Reservation in North Dakota. These canned meat products, valued at about \$74.3 million in FY 1989, are distributed through commodity assistance programs, and used to feed millions of hungry Americans through the Soup Kitchens/Food Bank Program, the Commodity Supplemental Food Program, the Food Distribution Program on Indian Reservations, and the Emergency Food Assistance Program.

As a result of the investigation, the U.S. Department of Agriculture has agreed to attempt to reduce the amount of unsightly and unappetizing bone, blood vessel, and connective tissue in the canned meat. The department has also decreased the maximum allowable fat content of canned pork from 21 percent to 18 percent, and announced plans to test consumer receptiveness of reduced

sodium meat. USDA is also strengthening its nutrition education efforts to advise recipients how to remove the fat cap that develops during the canning process.

This study and resultant USDA changes are especially propitious because so many of the recipients of canned meat are predisposed to health problems such as hypertension and diabetes, which can be brought on or aggravated by the consumption of too much sodium and fat.

E. Formal Letters from the Select Committee on Hunger

1. March 15, 1991—Select Committee Minority Member Bob Smith initiated a letter to the President, urging Mr. Bush to include provisions to alleviate hunger and poverty in the documents creating a Western Hemisphere Free-Trade Zone. Other signatories included Chairman Tony P. Hall, Ranking Minority Member Bill Emerson, Domestic Task Force Chairman Mike Espy, Select Committee Members Wolf, Penny, Upton, McNulty, Gilman, Carr, Pannetta, Smith of New Jersey, Long, Gilchrest, Faleomavaega, and Reps. Oberstar, Dreier of California, Johnson of South Dakota, Downey, Hyde, Dellums, Hughes, Durbin, Sikorski, Campbell of Colorado, Holmes Norton, Morella, and Kopetski.

2. May 2, 1991—Chairman Hall, with Representatives Stephen J. Solarz, E. (Kika) de la Garza, and Dante B. Fascell, wrote to House Appropriations Committee Chairman Jamie L. Whitten to allow § 411, P.L. 480 debt relief for Bangladesh to be added to the Iraqi refugee supplemental appropriation, H.R. 2251. This debt relief was required because of the termination of the former Title III "Food for Development" provision.

3. May 21, 1991—Chairman Hall, Ranking Minority Member Bill Emerson, Domestic Task Force Chairman Mike Espy, and Ranking Member Wayne T. Gilchrest wrote to Secretary of Defense Richard Cheney and Secretary of Agriculture Edward R. Madigan after a meeting with the United Parcel Service Foundation (UPS F). The UPS F provides financial assistance in the area of prepared food distribution, wherein prepared, perishable foods are collected by UPS from restaurants and other food vendors and distributed in their vans to community feeding centers. UPS requested Congressional assistance is gaining access to such surplus perishable food supplies from military bases and school lunch programs.

4. May 30, 1991—Chairman Hall and Ranking Minority Member Emerson wrote to Isaias Afwerki, head of the Eritrean People's Liberation Front, congratulating Mr. Afwerki on supporting the creation of a democratic government in Ethiopia during the peace talks in London, and encouraging continued efforts at reconciliation between the parties and the immediate opening of the port of Assab for the delivery of relief supplies. A similar letter was sent to Meles Zenawi, leader of the Ethiopian People's Revolutionary Democratic Front.

5. June 25, 1991—The entire membership of the Select Committee on Hunger signed a letter to Fred T. Goldberg, Jr., Commissioner of the Internal Revenue Service. The letter expressed the dismay of Members to a proposed rule that would discourage donations to charitable organizations with programs overseas.

6. July 30, 1991—Members of the Select Committee on Hunger sent a letter to Secretary General Afwerki, head of the Provisional Government of Eritrea, calling on the Eritrean People's Liberation Front to stop the forceful expulsion of Ethiopian prisoners of war, which is in direct violation of the Geneva Convention. The letter was signed by Ranking Minority Member Bill Emerson, International Task Force Chairman Byron L. Dorgan, International Task Force Ranking Member Bob Smith, Domestic Task Force Chairman Mike Espy, and Select Committee Members Reps. Fazio, Penny, Synar, Bustamante, Ackerman, AuCoin, Engel, Morrison, Gilman, Smith of New Jersey, Gilchrest, Upton, Bereuter, and Wolf.

7. August 6, 1991—Select Committee Member Timothy J. Penny authored a letter to Secretary of State James Baker, which was signed also by Rep. Dante B. Fascell, Chairman, Committee on Foreign Affairs, Chairman Hall, and Rep. Byron L. Dorgan, Chairman, International Task Force, Select Committee on Hunger. The letter urged Secretary Baker to take all necessary steps to ensure that a famine did not develop among innocent civilians in Iraq.

8. September 12, 1991—Chairman Hall sent a letter to Meles Zenawi, Head of State and Chairman of the Representative Council of Ethiopia to follow-up on discussion begun during the Select Committee Congressional delegation earlier this month regarding the organization of a humanitarian summit for the Horn. The summit would address the problems of providing humanitarian assistance in conflict situations and the issue of children as victims of war in the Horn of Africa. The theme of the summit would be moving from dependence on relief to long-term development and self-sufficiency.

9. November 1, 1991—Chairman Hall wrote to Catherine Bertini, Assistant Secretary for Food and Consumer Services, U.S. Department of Agriculture, to express Select Committee concerns about proposed regulations to implement Food Stamp Program provisions in the 1990 Farm Bill. The proposed regulations might adversely affect low-income persons applying for and/or participating in the Food Stamp Program.

10. November 5, 1991—Chairman Hall, Ranking Minority Member Emerson, and International Task Force Chairman Dorgan wrote to Secretaries James Baker, Edward Madigan, and Richard Cheney urging that an assessment be made of the food needs in the former Soviet Union and that a relief strategy be developed.

11. November 13, 1991—Chairman Hall and Ranking Minority Member Emerson wrote to United Nations Secretary General Javier Perez de Cuellar urging that the U.N. review the situation in Somalia and announce a plan involving U.N., other international, and non-governmental organizations to ameliorate the tragedy.

12. November 21, 1991—Chairman Hall, Ranking Minority Member Emerson, and Select Committee Member Wheat wrote to President Bush to recommend that the Organization of American States (OAS) take steps to prevent the outbreak of famine and disease in Haiti by supervising the distribution of food and medical supplies. Prior to the coup, the U.S. Agency for International Development was responsible for feeding 426,000 Haitians. In November, they were supplying food to about 20,000. The lack of food, or fuel with which to deliver it to the poorest people of Haiti, had

prompted concerns that the embargo could severely impact innocent civilians. By implementing an OAS relief operation aimed at feeding Haiti's children and helpless poor before it was too late, the U.S. would be preventing famine and death, instead of responding to it.

13. November 25, 1991—Chairman Hall, Ranking Minority Member Emerson, and Select Committee Member Wheat wrote to Ambassador Baena Soares, Secretary General, Organization of American States, urging that the OAS directly negotiate and supervise the delivery and distribution of necessary humanitarian relief supplies in Haiti.

14. December 4, 1991—Chairman Hall again wrote to Meles Zenawi, Ethiopian Head of State and Chairman of Representative Council, to advise that A.I.D. and State Department officials were working on an agenda for the humanitarian summit in the Horn of Africa. Chairman Hall also expressed his concern over the reports of disturbances in the eastern Hararghe region, which had interrupted relief flows, and recommended the designation of a security escort for UNHCR and other relief convoys.

15. December 10, 1991—Chairman Hall wrote to the newly-designated United Nations Secretary-General Boutros Boutros-Ghali. In this letter, Chairman Hall advised that the Ethiopian President Meles Zenawi had agreed to host a humanitarian summit on the Horn of Africa and requested the Secretary-General's presence at the summit. The letter also emphasized the need to immediately appoint an Under-Secretary for Humanitarian Assistance to improve the coordination of the United Nations' humanitarian and disaster relief efforts.

16. December 12, 1991—Chairman Tony P. Hall, Ranking Minority Member Bill Emerson, and Select Committee Members Alan Wheat and J. Dennis Hastert sent a letter to President Bush, Secretary of State James A. Baker, and Agency for International Development Administrator Ronald W. Roskens urging action on the crisis in Somalia.

F. Congressional Research Service Breakfast Seminars

1. On April 10, 1991, Mr. Barber Conable, the out-going President of the World Bank, spoke about the bank's role in poverty alleviation and Third World development issues.

2. On June 20, 1991, at the request of the Ranking Minority Member Bill Emerson the Congressional Research Service co-sponsored a seminar entitled Coordination and Simplification of Public Assistance Programs: Getting the Job Done. The purpose of the seminar was to bring together high level policy makers from the Executive departments, State governments and key Members of Congress to discuss the following selected issues: coordinating delivery systems and what the Federal role should be, consideration of providing transitional child care and medical benefits to families leaving AFDC because of employment, and how to make consistent the way public assistance programs treat vehicles as assets when they determine eligibility. Possible suggestions for Congressional, Federal and State action were discussed and are under Select Committee consideration. Participants included representatives from

the Departments of Health and Human Services, Agriculture, Housing and Urban Development; Officials from the White House Domestic Policy Council; and staff from Reps. Emerson, Espy, Hall and Kennelly's office. Senator Danforth's Senior Legislative Counsel was also in attendance.

3. On June 26, the featured speaker on the topic of Refugees: A Global Crisis was Mrs. Sadako Ogata, the newly-appointed United Nations High Commissioner for Refugees. Mrs. Ogata discussed the work of the UNHCR in caring for more than 16 million refugees worldwide, the difficulties encountered, and the role of Congress vis-a-vis the UNHCR. She also offered her reflections on the UNHCR's role in the Kurdish relief effort.

4. The October 29, 1991, CRS co-sponsored another Breakfast Roundtable on Service Integration. The Roundtable continued the efforts of the Select Committee to provide a forum to discuss and make recommendations to improve the coordination and integration of public assistance programs. Participants included high level officials from the Executive, State and Local Governments, including Charles Kolb, Deputy Assistant to the President and other officials from the White House Domestic Policy Council; Representatives Hall, Emerson, Espy and Panetta; Majority Staff Director from the Ways and Means Subcommittee on Human Resources; staff from Select Committee Member offices; Robert Friedman, Chairman, Corporation for Enterprise Development; John Gartland, Chairman, National Commission for Employment Policy; and representatives from the American Public Welfare Association.

The discussion focused on the promotion of microenterprise as a means to enable welfare recipients achieve self-sufficiency, and current legislative barriers to promoting microenterprise development in public assistance programs. A proposed HUD plan for assisting homeless families and the extent to which some rules within specific public assistance programs might be changed to facilitate this plan, as well as a general overview of the problems of integrating eligibility rules were discussed.

G. Awards

1. On February 20, 1991, the National Association of WIC Directors (NAWD) gave their 1991 Leadership Award to Chairman Tony P. Hall, Senator Dale Bumpers, and the late Rep. Silvio Conte. Mr. Hall received the award for his "outstanding leadership, advocacy, and commitment on behalf of child nutrition," especially for his work last session leading to the enactment P.L. 101-330 (H.R. 5149), which amended the Child Nutrition Act of 1966. Chairman Hall has consistently advocated full funding for the Special Supplemental Food Program for Women, Infants, and Children (WIC), because it has proven to be such an efficient use of Federal funds. Last year, when increasing food costs were forcing many State WIC programs to begin cutting benefits to participants, Mr. Hall authored emergency legislation to permit State programs to reallocate their funding; thus, allowing them to maintain their caseload. Once he introduced the legislation in the House, it passed both chambers within four days without any dissent.

2. February 21, 1991, the Honorable Edouard Saouma, Director-General of the United Nations Food and Agriculture Organization, spoke during the Mickey Leland Medal Presentation Ceremony sponsored by the FAO. This medal, awarded to distinguished contemporaries who have made important contributions to the FAO's goal of "Food for All," was presented to Mrs. Alison Leland to honor "the achievements, the courage, and the sacrifices of Congressman Mickey Leland, a man Africa today needs." In receiving this award, Chairman Leland joins the ranks of notables, such as Coretta Scott King, Lillian Carter, Indira Gandhi, and Angela Christian. These commemorative medals honoring the late Mickey Leland will be sold throughout the world in U.N. shops to raise money to further the work of the FAO by financing projects in developing countries.

3. February 25, 1991, Select Committee Member Timothy J. Penny was presented with the Minnesota Community Action Agency Award in appreciation of his leadership in hunger-related issues.

4. February 26, 1991, Ranking Minority Member Bill Emerson was presented with the Food Research and Action Center (FRAC) Distinguished Service Award for his outstanding work in alleviating hunger in the United States. This award is presented annually to a Member of Congress.

SECTION 3. ISSUES EXAMINED

I. DOMESTIC

A. Improving Program Accessibility and Benefits

1. Issue Description. Despite the existence of an extensive network of Federally-sponsored food aid programs designed to assist low-income individuals in acquiring and maintaining a nutritious diet, many persons who meet individual program eligibility criteria remain unserved. The Food Stamp Program, the largest Federal food aid program for low-income Americans serves only between 60 and 65 percent of those who are eligible to receive benefits. It is widely acknowledged that the Special Supplemental Food Program for Women, Infants and Children (WIC) improves the health and nutritional status of participants, yet, only 55 percent of those who qualify for benefits are enrolled in the program. There are more than 30 million Americans 65 years of age or older. One in four has an annual income below \$10,000; one in five skips at least one meal each day; and the elderly are the single largest demographic group most likely to be at nutritional risk. The Federal Government sponsors specific meals programs targeted to this group—congregate services at senior nutrition sites and delivered meals for the home-bound elderly; however many programs are terminating services because of inadequate financial support.

Select Committee research documents an array of barriers which preclude initial or continued access to benefits: inadequate Federal funding to assure the availability of benefits to all eligible parties, and eligibility criteria imposing limitations on assets and resources which are derived from outdated assumptions of the income needed to establish and maintain a decent living standard. This research

also finds that for many who overcome existing administrative obstacles, benefits are often inadequate or inappropriate to improve the consumption patterns and dietary habits of participants.

2. **Select Committee Activities.**—In February 1991, Select Committee Members Leon Panetta and Bill Emerson introduced the Mickey Leland Childhood Hunger Relief Act. This legislation proposes extensive improvements in the basic benefit structure of the Food Stamp Program and updates eligibility criteria for participation so that they more realistically reflect the cost of maintaining a consistent and nutritious food supply.

In March 1991, Chairman Tony Hall and Ranking Minority Member Bill Emerson released a five-year estimate—prepared for the Committee by the Congressional Budget Office—for achieving full participation in the WIC Program. In May, Chairman Hall testified before the House Appropriations Subcommittee on Rural Development, Agriculture, and Related Agencies urging that the Committee's Fiscal Year 1992 appropriation bill incorporate the funding level prescribed in the five-year plan.

In May 1991, Chairman Hall and Ranking Minority Member Emerson introduced H.R. 2258, the Freedom from Want Act. This legislation proposes a comprehensive program of immediate and long-term interventions for attacking the problems of domestic hunger. Specifically addressing the need to improve program accessibility and enhance basic benefits, the bill: incorporates the Food Stamp Program provisions set forth in the Mickey Leland Childhood Hunger Relief Act; establishes a five-year funding program for achieving full participation in the WIC Program by Fiscal Year 1996; and increases the commodity reimbursement for senior nutrition programs by nine cents per meal. The bill also establishes a program of grants to community-based organizations for the purpose of expanding the number of food outlets, such as farmers' markets and fresh produce stands, certified to accept WIC vouchers and food stamps. These new food sources would enhance the purchasing power and dietary habits of low-income households by providing them with increased access to a greater variety of nutritious foods at competitive prices.

Also in May, Select Committee Members Tony Hall, Bill Emerson, Byron Dorgan and Eni F. H. Faleomavaega announced the release of a General Accounting Office report, prepared at their request, which examines the quality and appropriateness of canned meat products provided through domestic commodity distribution programs. The study was commissioned as a result of concerns that many of the food recipients—particularly the elderly and Native Americans—are predisposed to health problems such as hypertension and diabetes, which can be initiated or aggravated by the consumption of excessive levels of sodium and fat. In Fiscal Year 1989 the Federal Government distributed canned meat products valued at \$74.3 million through The Emergency Food Assistance Program, the Commodity Supplemental Food Program, and the Food Distribution Program on Indian Reservations. As a result of the Select Committee investigation, the U.S. Department of Agriculture has agreed to attempt to reduce the amount of vessels and connective tissue in the meat products; to decrease the maximum allowable fat content of canned pork from 21 percent to 18 percent; and to

test consumer receptiveness of meat packaged with reduced sodium levels. The Department is also strengthening its nutrition education efforts to advise recipients how to remove the fat cap that develops during the canning process.

In July, the elderly nutrition program provisions of the Freedom from Want Act were incorporated in H.R. 2967, legislation reauthorizing the Older Americans Act. This bill was approved by the full House of Representatives in September.

B. Coordination and Simplification of Public Assistance Programs

1. Issue Description.—The Federal Government administers numerous programs which provide assistance to the economically disadvantaged. Seventy-five needs-based or income-tested programs provide benefits to persons with limited income. At least fifty social insurance programs, such as Social Security and Unemployment Insurance programs provide a multitude of services including medical care, housing assistance, energy assistance or education aid or job training and placement services. The problem with this wealth of services is that most programs are equipped to meet only a single aspect of an individual's or family's needs. Contradictory and fragmented eligibility guidelines established by the different departments and agencies administering these programs make it virtually impossible to facilitate a unified certification process. All too frequently, widely varying and constantly changing Federal regulations and statutory requirements translate into lost benefits for potential program participants who are confused and unable to navigate this bureaucratic maze.

2. Select Committee Activities.—In April 1991, at the request of Ranking Minority Member Bill Emerson, the Select Committee on Hunger conducted a hearing, "Coordination and Simplification of Public Assistance Programs: Today's Efforts, Tomorrow's Solutions," to examine Federal, State and local initiatives to coordinate and simplify the network of public aid programs. Testimony presented by administrators of the various programs and benefit recipients explored the administrative, programmatic, and financial issues associated with administering these services.

Testimony presented by Mr. Thomas Eichler, Secretary of the Delaware Department of Health and Social Services focussed on the State's development of a "one-stop shopping" human services program through which low-income persons are able to access a variety of public assistance benefits at single State Services Centers dispersed throughout the State. At the invitation of Secretary Eichler, Committee Members Bill Emerson and Tim Penny visited Wilmington, Delaware to observe, firsthand, the operation of the State's integrated human services system. Their trip included visits to the Northeast State Service Center; the Delaware Elwyn Center, which provides training in basic education skills; the Goldey Beacom College, which provides employment and job training services; the Department of Health and Social Services Campus, which houses the systems administrative complex; and the Biggs Data Center, the facility in which the automation equipment is located. The Members also had an opportunity to meet with participants in

the various programs to discuss the extent to which this integrated system is responding to their individual needs.

As part of its ongoing examination of efforts to consolidate the public assistance program infrastructure, the Select Committee on Hunger—in conjunction with the Congressional Research Service—initiated a series of roundtable discussions to explore possible strategies for streamlining public assistance programs through both legislative and regulatory mechanisms. The first session, convened on June 20, 1991, focussed on determining the role of the Federal Government in coordinating service delivery systems; assuring the provision of transitional child care and medical benefits for families leaving the AFDC rolls because of employment; and devising a system for consistent treatment of the value of vehicles in the eligibility determination process. The second in the series of discussions, held in October 1991, concentrated on existing program eligibility criteria which prevent expanded promotion of microenterprise strategies as a means for enabling welfare recipients to achieve economic self-sufficiency and expansion of various Housing and Urban Development services for the homeless.

C. Responding to the Specific Needs of Vulnerable Populations

1. Issue Description.—Since its inception in 1984, the Select Committee on Hunger has conducted an ongoing examination of varying socioeconomic factors which contribute to the impoverishment of specific population groups. This research—both demographic and geographic in scope—has enabled the Committee to identify and recommend interventions for alleviating conditions which exacerbate these discrete populations' underutilization of basic human service programs, such as those providing assistance in securing adequate food, shelter and medical care.

2. Select Committee Activities.—In April, at the request of Committee Member Representative Jill Long, the Select Committee held a hearing in Fort Wayne, Indiana to assess the unique dilemmas low-income persons residing in rural communities face in accessing Federally-sponsored food assistance and income support programs. This forum provided the Committee an opportunity to hear firsthand from private citizens, advocacy organizations and government officials about the nature and extent of food insecurity problems in rural areas. Committee Members were also able to discuss the feasibility of employing in rural areas some of the hunger and poverty alleviation strategies which have proven to be successful in urban settings. To enhance their understanding of some of the specific administrative and logistical obstacles to delivering services in isolated rural communities, Members met with local public welfare department administrators, caseworkers and benefit recipients. Other site visits included lunch with senior citizens at the Hanna Creighton Nutrition Center and a food canning program sponsored by Community Action of Northeast Indiana.

Continuing its exploration of rural poverty and food insecurity problems, in May, at the request of Domestic Task Force Chairman Mike Espy, the Select Committee convened a hearing in Bolton, Mississippi to examine the effectiveness of Federal domestic food assistance programs in improving the health and nutritional status

of low-income residents of rural Mississippi. Since the Committee's previous visit to Mississippi in 1987, a number of new laws substantially revising the operation of the Food Stamp, Aid to Families with Dependent Children, and Child Nutrition Programs as well as low-income housing and economic development programs had been enacted. Testimony presented, therefore, concentrated on the issue of how effective these legislative changes have been in responding to the needs of rural Mississippians. In addition to the actual hearing, while in Mississippi, Select Committee Members visited the homes of two public assistance recipients to discuss the problems they have experienced in efforts to access various aid programs and the adequacy of benefits they receive, and a senior citizen congregate meal facility to learn about the specific problems of low-income elderly residing in isolated rural communities.

In July 1991, the Select Committee convened a hearing in Nelsonville, Ohio to examine how well Federal food, income security, health care and economic development programs are responding to the needs of impoverished populations in Appalachia. The Committee received testimony on cooperative efforts among the Federal, State and local governments on attempts to alleviate adverse socioeconomic conditions through community-based economic development interventions. While in Ohio, the Members also had an opportunity to conduct home visits with three families receiving public assistance benefits to gain insight into the burdensome and restrictive application procedures required by various income support programs. The Members had lunch at a senior nutrition site which also houses the food preparation facility for the local Meals-on-Wheels Program.

In February 1991, the Delta Congressional Caucus—a group established by Domestic Task Force Chairman Mike Espy and Ranking Minority Member Bill Emerson in 1990—continued its efforts to improve conditions of hunger, poverty, inadequate health care and economic development in the Delta region by pushing for a greater rural emphasis in the President's infant mortality reduction initiative called "Healthy Start." Prior to the Delta Caucus efforts, no rural States were included in the initiative plan. However, the Caucus succeeded in getting the Administration to add four rural locations to initiative, which will provide more financial support to the Delta's efforts to address the area's high rate of infant mortality. Later that month, the House and Senate Delta Caucuses met for the first time at a joint breakfast to discuss ways to implement initiatives to address teenage pregnancy, health service delivery and financing and primary care services for low-income individuals.

D. Reducing Infant Mortality

1. Issue Description.—Much attention has been focused on the relatively small improvement in the nation's infant mortality rates. The result of this attention has been a growing cognizance that certain populations are more at risk of high rates of infant death because they do not receive adequate prenatal care. Statistics show that only forty percent of African-American and Hispanic women receive adequate prenatal care. The majority of these

women are poor; many are under-educated, uninsured, single and/or teenagers. However, even more unfortunate is the fact that these women face formidable obstacles to obtaining adequate prenatal care including administrative barriers, emergency food, shelter and financial needs, as well as language and cultural barriers.

2. Select Committee Activities.—In an effort to focus on the needs of these populations, the Freedom from Want Act, introduced by Chairman Hall and Ranking Minority Member Bill Emerson, authorizes the establishment of demonstration projects designed to comprehensively address the array of socioeconomic problems that prevent many pregnant women from receiving adequate pre- and postnatal care. The bill mandates that emergency needs such as food, shelter and transportation be addressed, as well as substance abuse, the need for parenting skills and family planning. The bill also proposes a vehicle for facilitating better coordination among health care providers by establishing advisory panels in each program location comprised of State and local maternal child health providers and community representatives.

In September of 1991, the Select Committee further addressed these issues by holding a hearing on the barriers to prenatal care for high-risk women. Witnesses testified on the financial, administrative and personal barriers confronting high-risk women and made recommendations for eliminating many of these obstacles.

E. Promoting Breastfeeding Practices

1. Issue Description.—Research has proven that breastfeeding can be a preventive health practice in the health care of newborns and infants. Breast milk has been found to protect against diarrheal disease and respiratory infections, strengthens immunity to food allergies and provides a steady source of easily digestible food of the highest nutritional value, at no cost. Furthermore, it has been documented that breast milk changes to accommodate the requirements of the pre-term infant, and the nutritive needs of even the low birth weight infants can be met in this manner. Despite this knowledge, breastfeeding rates are declining in this country, with a rate of 54 percent for new mothers in 1988, down from 62 percent in 1982. More alarming, 70 percent of women with family incomes over \$25,000 breastfeed, while only 35 percent of women with a family income of \$7,000 breastfeed. Unfortunately, hospital practices, clinics and even the media foster the decline in breastfeeding rates by encouraging mothers to use infant formula as opposed to breastfeeding.

2. Select Committee Activities.—The Select Committee continued its exploration of breastfeeding as a low-cost intervention to improve the health status of infants by authorizing in the Freedom from Want Act a study to assess the impact of breastfeeding on the mortality and morbidity rates of high-risk populations. Along the same vein, the Select Committee held a hearing in October 1991, to receive testimony on the nutrition, health and financial benefits of breastfeeding, as well as barriers that hinder women from initiating and maintaining breastfeeding for the recommended period of time. Witnesses also testified on federal, state and local efforts to improve the nation's breastfeeding rates.

F. Proposals for Economic Self-Sufficiency

1. **Issue Description.**—Current public assistance programs provide millions of Americans with critically needed food, cash, housing, health, and child care assistance, but these programs provide too few opportunities for recipients to achieve economic self-sufficiency. Full implementation of the Family Support Act and other welfare-to-work programs will certainly provide more of such opportunities. However, research by the Select Committee has revealed that economic self-sufficiency will not be achieved unless the poor can accumulate assets. Assets provide a sense of security, something to fall back on in rough times, and an ability to plan for the future. At the present time, the Federal Government spends over \$120 billion per year on consumption-based programs like AFDC and Food Stamps while it penalizes asset accumulation for the poor and subsidizes asset accumulation for the non-poor through the tax code. Such policies result in wide disparities in the distribution of wealth and perpetuate high poverty rates and welfare dependency. The Select Committee finds that a paradigm shift in Federal anti-poverty policy, from a consumption base to an asset base, is necessary to achieve welfare and poverty reduction and economic self-sufficiency. Accordingly, the Select Committee's major proposal for economic self-sufficiency can be generally described as an "asset-development strategy for the poor."

2. **Select Committee Activities.**—The Freedom from Want Act includes two asset-based proposals. The first is microenterprise (commercial enterprises employing five or fewer employees, one of whom is the owner), or self-employment programs for the poor, which would enable the poor to escape poverty by helping them develop their own small businesses. These programs can reduce welfare costs, create jobs in depressed areas, and generate tax revenues. The second is the Individual Development Account Demonstration, which would enable a person with limited resources to accumulate enough savings to buy his or her first home, go to college or receive long-term job training, start a small business, or set aside funds for retirement.

In addition to the legislation, the Select Committee has engaged in many activities in connection with its asset-development strategy for the poor. In May 1991, in the course of the field hearing, "Mississippi Revisited: Poverty and Hunger—Problems and Prospects," the Select Committee visited a self-employment project for women participating in public assistance programs. Also in May, Chairman Hall sent a letter to Housing and Urban Development Secretary Jack Kemp, informing him of the Select Committee's asset-based welfare strategies and encouraging him to work with the Select Committee in promoting them. In June 1991, the Select Committee participated in the formation of a trade association whose purpose is to create self-employment and other asset-building opportunities for low-income persons.

In July, the Select Committee held three hearings during which microenterprise programs and the proposal for Individual Development Accounts were considered. At the first hearing, "Microeconomic Development Strategies for Rural America" (held jointly with House Budget Committee Task Force on Community Develop-

ment and Natural Resources), the Select Committee received testimony from directors of microenterprise programs throughout the country. At the second hearing, a field hearing in Ohio entitled "Appalachia: Promoting Long-Term Self-Sufficiency," the Select Committee examined community-based economic development strategies, including microenterprise programs for the poor. And at the third hearing, "New Perspectives on Urban Poverty and Micro-economic Development," the Select Committee heard testimony from the author of a recent report on urban microenterprise programs and also from a formerly poor woman who now owns and operates a successful microenterprise.

Also in July, microenterprise language from the Freedom from Want Act was incorporated in Job Training Partnership Act legislation introduced by Representative Chris Perkins. This legislation, H.R. 3033, was passed in the House of Representatives on October 9 by a vote of 420-6.

In September, Domestic Task Force Chairman Mike Espy convened a Congressional Black Caucus panel on asset-development strategies for African-Americans, during which Select Committee legislation on microenterprise programs and Individual Development Accounts was discussed.

In October, Chairman Hall introduced H.R. 3450, legislation designed to remove the barriers to self-employment among recipients of Aid to Families with Dependent Children. Companion legislation was introduced in the Senate later that month.

Also in October, the Select Committee convened a hearing on "New Strategies for Alleviating Poverty: Building Hope by Building Assets." This hearing entertained general discussion of "assets and the poor," asset limits in current public assistance programs, and proposals (including the Individual Development Account Demonstration and microenterprise programs) to help the poor achieve economic security through home ownership, higher education, and self-employment. Later in the month, the Select Committee hosted a roundtable on the five-state Self-Employment Investment Demonstration project which was designed to explore the possibility of self-employment among recipients of Aid to Families with Dependent Children. Finally, in October the Select Committee hosted a breakfast roundtable on service integration (which included House members, policy experts, and Administration officials) during which microenterprise programs and asset limits in public assistance programs were discussed.

In November, Select Committee legislation authorizing the Individual Development Account Demonstration was introduced in the Senate. In December, at the request of Chairman Hall, the House Ways and Means Subcommittee on Human Resources held a hearing on self-employment for recipients of Aid to Families with Dependent Children. Also discussed at the hearing were H.R. 3450, asset limits in public assistance programs, and the Select Committee's proposal for Individual Development Accounts.

II. INTERNATIONAL

A. United Nations Reform

1. Issue Description.—In recent years, as emergencies become more complex and prolonged, there has been a growing awareness of the paralysis and inability of the international humanitarian assistance system to meet the needs of disaster victims, refugees and displaced persons. Evidence of this failure was particularly apparent in 1991 in northern Iraq, the most recent glaring example, when it was clear that the humanitarian agencies of the U.N. were not coordinated well enough to respond adequately to the problem. In the past few years there have been several proposals to address both the systemic and structural problems of the international humanitarian system.

2. Select Committee Activities.—The Select Committee began actively working on the issue of reforming the United Nations humanitarian arm this year with initiatives in the Freedom from Want Act. The bill proposed that the U.S. lead the effort to establish a Convention on the "Right to Food" in international law which would provide a tool for the U.N. to force governments to respect the right to food and permit humanitarian interventions. In order to improve the United Nations humanitarian wing, the bill proposed the appointment of an Under-Secretary for humanitarian affairs, as well as other structural reforms. Both of these proposals were added to the Foreign Aid Authorization bill as Committee amendments, offered by Select Committee member Gilman. This was followed up by letters to the U.N. Subsequently, the United Nations adopted a resolution in December to appoint an Under-Secretary for Humanitarian Affairs, as well as several other measures to strengthen the system. The Select Committee held a hearing on U.N. reform in July, hearing testimony from government officials and relief experts, and maintained frequent consultations with U.S. and U.N. officials involved in the reform process.

In April Chairman Hall addressed Brown University's annual Hunger Conference conference on "Implementing the Bellagio Declaration: Ending Half of the World's Hunger by the year 2000," where he laid out a strategy for meeting the Bellagio goals.

B. Refugees and Displaced People

1. Issue Description.—There are more than sixteen million refugees and close to twenty million displaced people worldwide. These people are sometimes reached efficiently with quality care and adequate food and medicine, but, too often, the international response is slow, disorganized, uncoordinated, and ineffective. The United States is a global leader in responding to refugee crises, although there continues to be a serious problem of diminishing international funding in the face of growing numbers of refugees and displaced persons.

2. Select Committee Activities.—The Select Committee continued its efforts on behalf of refugees and displaced people around the world, focusing particularly on Africa, Central America, and Iraq. The Select Committee held a hearing in April 1991 entitled "Refugees: Marginal Living Conditions for Millions" to highlight a major

GAO report on refugees requested by the Select Committee on Hunger. The report, *Refugee Assistance: U.S. Contributions for the 1980's*, presented as a video at the hearing, examined the problem of declining U.S. funding for refugee programs. The Select Committee also organized a Congressional Research Service breakfast with the new United Nations High Commissioner for Refugees, Mrs. Sadako Ogata, as well as numerous other briefings with representatives of the International Committee of the Red Cross, State Department, and private organizations active in refugee affairs.

In testimony before the Foreign Operations, Export Financing and Related Programs Subcommittee of the Appropriations Committee, Chairman Hall advocated a substantial increase in support for refugee assistance overseas, as called for in the Freedom from Want Act. These programs were increased 30 percent above the President's request, as sought by the Select Committee, in both the State Department Authorization as well as the FY 1992 appropriations for foreign operations.

As part of growing involvement in the issue of displaced people, Chairman Hall addressed an international conference sponsored by the Refugee Policy Group on "Human Rights Protection for Internally Displaced Persons" in June. In line with the Freedom from Want Act, he called for the development of international guidelines establishing the right to food, which would have the direct impact of facilitating humanitarian relief to refugees and displaced people.

C. Child Survival

1. *Issue Description.*—The World Summit for Children, convened by UNICEF in September 1990, helped to increase the attention on the health and welfare of children throughout the world. However, millions of children continue to suffer and die unnecessarily every year. Ten million of the estimated fourteen million children in developing countries who die each year could be saved by low-cost, easy to administer treatments for such common causes of child death as diarrhea, respiratory infections, measles, and neonatal tetanus. In addition, deficiencies in the intake of vitamin A, iodine and other micronutrients is a major cause of childhood illness, blindness and mental retardation. A diet containing sufficient quantities of fruit and vegetables or low cost dietary supplements can successfully alleviate these deficiencies.

The ever-increasing spread of AIDS threatens to negate the successes of child survival programs over the last decade. Babies born to women infected with the AIDS virus have a 20 to 40 percent chance of contracting the virus from their mothers. Almost all of these infected children will die before the age of five. Nations and communities face the challenge of providing adequate care for those children whose parents die from the AIDS virus. By the year 2000, it is estimated that there will be a cumulative total of 25 to 30 million HIV-infected adults, five to ten million infected children, and ten to 15 million children below 15 years of age orphaned as a result of the death of their mothers due to AIDS.

2. *Select Committee Activities.*—The Select Committee continued its efforts to strengthen U.S. and international efforts to reduce child morbidity and mortality. These efforts included monitoring

and expanding upon the goals and objectives of the "Universal Childhood Security Act." Some of these efforts culminated in the Freedom from Want Act. Provisions from the Freedom from Want Act pertaining to increased spending for child survival programs (\$275 million) and funding for UNICEF (\$85 million) were included in the Foreign Operations Appropriations bill. Similar provisions and funding levels were included in the "World Summit for Children Implementation Act."

In an effort to highlight and address the problems arising from vitamin A, iodine and other micronutrient deficiencies in children, the Freedom from Want Act specifically earmarked funds to be used for programs to eliminate these problems. Earmarked funding levels were also included in the Foreign Operations Appropriations bill.

Acknowledging the need to address the tragedy caused by the growing AIDS epidemic, the Select Committee held a hearing in June on the threat to the developing world's children caused by AIDS. The Freedom from Want Act called for the creation of an International AIDS Prevention and Control Program to promote, encourage, and undertake activities relating to research on, and the treatment and control of, AIDS in developing countries.

In order that the Congress and the American people may be fully informed of the efforts undertaken by the President to fulfill the agreements signed by the United States at the World Summit for Children, the Freedom from Want Act required the President to submit to the Congress a report each year setting forth United States contributions to the achievement of the goals and strategies developed at the World Summit for Children. This provision of the Freedom from Want Act was included in Foreign Aid Authorization bill.

D. Food Aid Programs

1. Issue Description.—The United States is blessed with an enormous capacity to produce food. Since 1954, the United States has provided food to developing countries through the various Titles of the Food for Peace Program. Some food aid is delivered to governments, which sell it for cash at market prices through their local distribution systems. Other food aid programs provide targeted donated assistance to those most in need. The latter category includes emergency programs of food assistance in response to drought, flooding, and other natural disasters, as well as civil strife and other manmade problems.

2. Select Committee Activities.—Following up on past work revising the food aid sections in the 1990 Farm Bill, the International Task Force of the Select Committee, under the leadership of Chairman Byron L. Dorgan, held a hearing on "Food Aid: A.I.D.'s Activities Under the 1990 Farm Bill," examining the government's implementation of the new provisions. The International Task Force also held hearings examining the dimensions of hunger in the world today and the effectiveness of U.S. Government food aid programs in responding to those needs. In honor of World Food Day, the full Select Committee held a hearing, "Beyond Food Aid: Priorities for a Food Secure Future," examining how food security is de-

financed and measured, and analyzing A.I.D.'s success in helping countries become less dependent on food aid and more food secure. The Select Committee continued its research on food aid and consultation and interaction with all relevant Congressional committees, as well as academic experts, Executive Branch officials, and others.

E. Basic Education

1. Issue Description.—According to a study on global education, in at least six of the world's poorest countries fewer than ten percent of all school age children ever complete primary school; more than 24 countries have literacy rates below forty percent—the internationally recognized standard for a minimum literacy level necessary for sustainable development. In more than forty of the poorest countries in the world, fewer than forty percent of all children finish primary school. Approximately 100 million six- to 11-year-olds are not attending school and one in four adults in the world almost a billion people cannot read or write.

Education, particularly in the basics of how to read, write, and add, is increasingly essential to the well-being of individuals and the development of societies.

2. Select Committee Activities.—The Select Committee continued its efforts to increase A.I.D.'s activities in support of basic education. Provisions of the Freedom from Want Act, which were incorporated into the Foreign Aid Authorization bill, earmarked funds (\$135 million for FY 92 and \$175 million for FY 93) to support basic education programs. These funds could be used for early childhood education, primary education, teacher training, and other necessary activities in support of early childhood and primary education, and literacy training for adults.

In investigating innovative strategies to provide education to children in developing countries, the Select Committee convened a meeting in October 1991 to listen to Mr. Fazel H. Abed, Executive Director of the Bangladesh Rural Advancement Committee (BRAC). The BRAC-administered schools provide basic education—literacy, numeracy and essential life skills—to over 100,000 children aged eight to ten in rural areas. This education model successfully relies upon local community involvement and supervision.

The Freedom from Want Act requires the President to submit to Congress each year a report detailing the United States' contributions to the achievement of the goals and strategies enunciated in the World Declaration on Education for All and the Framework for Action to Meet Basic Learning Needs—agreements signed by the United States.

F. Private Voluntary Organizations (PVOs)

1. Issue Description.—PVOs based in the United States and non-governmental organizations (NGOs) based in developing countries form one of the most exciting potential partnerships for the promotion of development in the 1990's. The growth and increasing sophistication of NGOs pose one of the central opportunities to refocus development to respond more effectively to the needs of the poorest, hungriest people in the poorest countries, as well as building democratic institutions.

2. Select Committee Activities.—The Select Committee continued its strong support for the development and relief efforts of U.S.-based and indigenous PVOs. Highlighting the need for the U.S. Government to lend greater support to PVOs, the Freedom from Want Act called for increasing the required level of A.I.D. funding for PVO activities from 13.5 percent to 18 percent, as well as increasing the target level for such support from 16 percent to 20 percent. Throughout the session, the Select Committee on Hunger held numerous meetings and consultations with a wide variety of PVOs and NGOs, and received valuable insight from their field experience.

G. Multilateral Development Banks

1. Issue Description.—The multilateral development banks the World Bank and three regional development banks along with the International Monetary Fund are central participants in international development. In recent years, the World Bank has moved to recommit itself to reducing poverty as one of its central goals. The World Bank's International Development Association (IDA) is the largest single lender of development assistance funds to the poorest countries in the developing world. U.S. contributions to IDA are cost-effective: for every \$1 provided by the U.S. Government other donors contribute more than \$3. IDA loans in particular are much more focused on reducing poverty now than they tended to be during the 1980's.

2. Select Committee Activities.—The Select Committee continued its support for an increase in the World Bank's efforts to promote equitable broad-based development, particularly through programs to strengthen and stabilize basic education, primary health care, and small farmer support systems in developing countries. Following up on the Select Committee's work in 1989 and 1990 urging the World Bank to shift lending to those countries which pursue poverty alleviation strategies, the Freedom from Want Act called on both the Bank and the International Monetary Fund to make poverty alleviation a greater priority. The bill proposed that by 1993 at least half of the IDA loans go to countries that have developed their own national development and poverty alleviation strategies. The bill also proposed that the World Bank devote five percent or more of its annual lending to primary health and five percent to basic education, as well as promoting environmental sustainability and "food-based" policies in its agricultural lending.

Addressing the policies of the International Monetary Fund for the first time, the bill called on the Fund to adopt a policy of avoiding any actions which would contribute to a deterioration of basic human needs in borrower countries. Chairman Hall originated a letter to the new Bank President Lewis Preston, which was circulated to the U.S. Congress and parliaments around the world, urging the Bank to continue the policies of former President Conable of increasing the Bank's focus on programs and projects which measurably contribute to ending hunger and poverty. Chairman Hall also hosted a Congressional Research Service breakfast for outgoing Bank President Barber Conable.

H. Women in Development (WID)

1. Issue Description.—Women in the developing world are central to the development process. Women produce approximately eighty percent of all food in Africa and sixty percent of all Asian food. Women perform perhaps as much as two-thirds of the developing world's work, but only receive one-tenth of its income and own only one-hundredth of its property. One-third of all developing country households are headed by women; these households are often the poorest. Development specialists now recognize that women in the developing world must be integral parts of bilateral and multilateral development programs and projects.

2. Select Committee Activities.—The Select Committee participated in successful efforts to strengthen A.I.D.'s WID program and sustain funding levels for two important United Nations agencies—the UN Voluntary Fund for Women (UNIFEM) and the UN International Research and Training Institute for the Advancement of Women (INSTRAW)—both explicitly concerned with fostering the role of women in development. The Foreign Operations, Export Financing, and Related Program Appropriations Bill for FY 1992 increased the funds available to A.I.D.'s Office of Women in Development to \$10 million, in addition to \$6 million to be used as matching funds to support A.I.D.'s field missions "to promote the participation and integration of women in the development process," as was called for in the Freedom from Want Act.

I. Innovative Technologies

1. Issue Description.—Environmental degradation, inefficient energy use, damaging agricultural practices, poverty, and hunger all interact in the developing world. For example, lack of an efficient, sustainable energy source can lead poor people to an ever more desperate search for firewood to use as fuel. This process exacerbates deforestation which degrades the environment and makes agricultural land less productive. Lack of affordable, sustainable energy also, as this example indicates, worsens already desperate hunger and poverty. Innovative technologies, such as solar stoves and new agricultural hybrids developed through biotechnology, can help reduce hunger.

2. Select Committee Activities.—The Select Committee continued its efforts urging A.I.D. to incorporate principles of environmental sustainability in its programming. The Freedom from Want Act called on A.I.D. to develop guidelines and standards of environmental sustainability to apply to both bilateral and multilateral foreign assistance for agricultural development programs. Aimed at establishing a management system for renewable natural resources, these principles should be integrated into project design, implementation, and evaluation. The Select Committee also sponsored several briefings by experts on sustainable development and A.I.D. regional agricultural programs.

J. Street Children

1. Issue Description.—Poverty, hunger, disease and a lack of economic opportunities in the rural sector of the Third World have

contributed to massive migrations of the rural poor to urban centers in search of improved economic opportunities and a better way of life. Overwhelming debt and poverty have hindered these urban centers from providing many work opportunities. As a result, many families have fallen prey to unemployment, family disintegration, homelessness, hunger and disease.

The most visible reflection of the "urbanization" of the Third World, and the resultant poverty, are street children. The latest statistics estimate that more than 100 million children ages four to 15 live and work on the streets of the developing world. Their existence is characterized by persistent hunger, lack of health care, violence, drug abuse and disease. Unfortunately, the plight of these children has not been adequately addressed by the international community. Programs target children from birth to age five; however, the problems of more than 100 million children above five-years-old who live and work on the street have been virtually unheeded.

2. Select Committee Activities.—The Select Committee held a workshop in June, 1991, for advocates and appropriate congressional staff to examine hunger and hunger-related issues that affect street children worldwide. In addition, the Select Committee held a hearing in November 1991, to examine the issues that affect street children and hear testimony concerning the existing and proposed international and U.S. responses to the problems confronting these children.

K. Urbanization in the Developing World

1. Issue Description.—The developing world population was historically rural and agrarian. However, an overwhelming trend indicates that the population is becoming primarily urban and city-dwelling. In 1950, less than 300 million of the world's people lived in urban areas. By 1990, that number had increased to 2.4 billion people. During the 1990's, it is estimated that an additional 600 million people will reside in the cities of the developing world. This massive influx of new residents has strained the infrastructure of cities in the developing world.

2. Select Committee Activities.—At the request of Select Committee Member Benjamin Gilman, the Select Committee held a hearing in November 1991 on the issue of urbanization in the developing world. The hearing explored the actions and policies needed to assist in the orderly development of these growing urban areas. The testimony focused upon methods and policies needed to avoid increasing poverty, disease, malnutrition and environmental degradation that have often been the result of growing Third World cities. The witnesses, from United Nations agencies, A.I.D., and the World Bank, discussed coordination of their efforts and resources.

L. Africa

1. Issue Description.—Much of Africa suffers from a series of disasters and continuing economic decline. People in Ethiopia, Sudan, and Somalia in the Horn of Africa, Angola, Liberia, Mozambique, and other countries continued to suffer from emergency shortages of food and other urgently-needed supplies in 1991. Because of con-

tinuing civil strife, deteriorating infrastructure, weak governmental structures, and other impediments, donors encountered many obstacles to the delivery of emergency relief supplies.

The United States, both through the U.S. Government and through private voluntary organizations, has a long tradition of responding quickly and generously to these emergencies. Hundreds of millions of dollars in food and medicine have been provided by the U.S. government to help reduce the suffering of people in these countries.

2. *Select Committee Activities.*—The Select Committee actively monitored the humanitarian crises in Africa, using letters, briefings, hearings, issue briefs, and private meetings to raise concerns on relief activities with a wide variety of American and African officials.

The Select Committee's International Task Force held a joint hearing with the Subcommittee on Africa of the Foreign Affairs Committee in May 1991 on the continuing crisis in the Horn of Africa. The Select Committee also sponsored numerous briefings on the ongoing Horn emergency.

In addition, Members of the Select Committee on Hunger, led by Task Force Chairman Dorgan and Member Alan Wheat, introduced the "Horn of Africa Recovery and Food Security Act", H.R. 1454, which links the political and humanitarian dimensions of the problems in the Horn and directs aid to the most vulnerable people through nongovernmental organizations. The bill was incorporated as an amendment offered by Select Committee Member Doug Bereuter to the House Foreign Aid Authorization bill (H.R. 2508). The Select Committee advocated continued support for developmental assistance to sub-Saharan Africa, focusing on the need for adequate funding for child survival, river blindness, other health concerns, and primary education.

In August, Chairman Hall led a Congressional delegation of Select Committee Members Alan Wheat and J. Dennis Hastert to the Horn of Africa. The delegation examined the state of relief operations and refugees in the Sudan, Kenya, Ethiopia, Eritrea, Djibouti and northern Somalia. The delegation met President Meles Zenawi of Ethiopia and Secretary-General Isaias Afwerki of Eritrea, as well as numerous other officials and diplomats. While meeting with the President of Ethiopia, Chairman Hall suggested that President Meles host a humanitarian summit for the Horn of Africa, by and for the leaders of the Horn. After some deliberation, the President agreed to the suggestion and has planned the summit for early 1992. The Select Committee staff have worked closely with regional, U.S. and U.N. officials in planning the conference.

M. Haiti

1. *Issue Description.*—Haiti is one of the poorest countries in the world. Approximately 85 percent of Haiti's 6 million people live in absolute poverty and almost 75 percent of its adult population is illiterate. More than half the population suffers from chronic malnutrition.

Most international aid to Haiti had been limited in the past because of concern about the corruption, inefficiency and repression

associated with Haiti's authoritarian governments. In December of 1990, it appeared that times were about to change for Haiti as Father Jean-Bertrand Aristide was elected president by a large majority of the population in the nation's first democratic election. The euphoria and optimism following President Aristide's election faded in October, 1991 when Aristide was overthrown in a coup engineered by the military. In accordance with the resolution of the Organization of American States (OAS), the United States and most other nations imposed a comprehensive trade embargo against Haiti. The provision of humanitarian aid was specifically exempted from the prohibitions of the embargoes. Prior to the coup, the United Nations World Food Program, the European Economic Community, and the United States Agency for International Development had been administering feeding programs for children and other at-risk people. These feeding programs had provided assistance to approximately 750,000 beneficiaries on a daily basis.

2. Select Committee Activities.—In May, Chairman Hall, Ranking Minority Member Bill Emerson and Select Committee Member Alan Wheat traveled to Haiti to assess the extent of the humanitarian needs. The Select Committee met with President Aristide and individuals coordinating relief operations in the country. This was the first congressional delegation to meet with President Aristide since his election.

Shortly after the coup, members of the Select Committee met with President Aristide in Washington and expressed support for the return of constitutional government to Haiti. The Select Committee continued to monitor the humanitarian situation in Haiti.

Through a Select Committee investigation, it was determined that, in spite of the exemption in the embargoes for humanitarian aid, the pre-coup feeding programs were providing assistance to less than 20,000 beneficiaries in a limited geographic area (decreased from the 750,000 pre-coup beneficiaries). This decrease was due primarily to the tenuous security situation in Haiti and the inability of the relief organizations to obtain sufficient fuel to operate their delivery trucks and generators.

The Select Committee communicated these findings to President Bush and the Secretary General of the OAS. The Select Committee also proposed that the OAS negotiate to maintain a physical presence in Haiti to monitor the delivery and distribution of necessary fuel and food supplies for humanitarian relief purposes. The proposed operation was intended to prevent widespread famine from occurring in Haiti. The Select Committee findings and proposal were also communicated to all member countries of the OAS. An OAS humanitarian relief assessment mission that traveled to Haiti in late December confirmed the Select Committee's findings. The Select Committee continues to monitor affairs in Haiti and is in continual communication with the OAS, U.S. AID, and the relief organizations.

N. Iraq

1. Issue Description. After the Persian Gulf conflict, considerable dislocation of civilian populations and war damages led to wide-

spread suffering and death, particularly among Iraqi infants and children. UNICEF, as well as a Harvard study team, predicted that there would be a 100 percent increase in infant mortality, and documented "a public health catastrophe."

2. Select Committee Activities.—The International Task Force, under Chairman Dorgan, held two hearings on the humanitarian crisis in Iraq in August and November, hearing from witnesses from UNICEF, the U.S. Government and private voluntary organizations working in Iraq. A focal point of the hearings was legislation introduced by Select Committee Member Timothy J. Penny to use frozen Iraqi assets to pay for humanitarian relief programs. In April, at the height of the Kurdish crisis, Chairman Hall was asked by the Speaker to travel with a Congressional delegation to conduct a first-hand examination of the Kurdish refugee crisis along the Turkish/Iraqi border and to make recommendations for congressional action. Select Committee Members Marge Roukema and Christopher Smith also participated in the delegation. The Chairman returned with a strong recommendation for overhauling of the U.N.'s humanitarian agencies, as had been proposed in the Freedom from Want Act. The Select Committee also held numerous briefings on the subject from Government officials and outside experts.

O. The Soviet Union or Commonwealth of Independent States

1. Issue Description.—With the breakup of the Soviet Union, there was considerable reporting of food shortages, empty shelves, and potential hunger in the Soviet Union. U.S. Government officials returned from the fact-finding trips to the Soviet Union reporting "pockets of hunger," but with no in-depth assessment of needs.

2. Select Committee Activities.—The International Task Force held a hearing in October to examine the possible necessity of food assistance to the Soviet Union, and what shape it might take. The panel heard a report on Secretary of Agriculture Edward Madigan's trip to the Soviet Union, as well as analysis from Soviet specialists and reports from private organizations supporting assistance to local Soviet organizations. The Select Committee also wrote letters to various Administration officials recommending that an in-depth needs assessment be undertaken and that any humanitarian assistance be as closely targeted and monitored as possible. The Select Committee also sponsored briefings on the subject.



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